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ABSTRACT

Job sharing is defined as "two people sharing the responsibilities of one full-time position with salary and benefits prorated": the concept focuses on positions usually offered only as full-time jobs, often in professional and managerial categories. This book presents an overview of current job sharing and permanent part-time employment practices in city, county, state and federal agencies. The first chapter of the book defines job sharing, discusses the background of job sharing in light of the changing needs of workers, and points out potential benefits of job sharing, such as more efficient use of human resources, aid in recruiting employees, and maintaining quality in human services programs. The second chapter overviews considerations affecting successful implementation of job sharing, such as cost factors, union cooperation, lay-off rights for part-timers, establishing quotas, personnel ceilings, reversibility, recruitment, and CETA. The third chapter explains how to design and implement a job-sharing program, while the fourth contains case histories of six job-sharing experiences in government agencies. Appendixes contain a glossary, a summary of the case histories, a list of available project studies and reports, a sample flyer, a model survey designed to assess current employee interest in a permanent part-time or job-sharing program; alternative recruitment sources; recommended supplementary reading; and a publications list. (KC)

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JOB SHARING
IN THE PUBLIC SECTOR

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INTRODUCTION

New Ways to Work is a nonprofit, work resource center founded in the San Francisco Bay Area in 1972 in the belief that society does not meet all of people's work needs. Its goal is to help establish a work world that responds to the changing needs of individuals and organizations. To this end, New Ways to Work supports flexibility in employment, affirmative action hiring and expanded opportunities for challenging jobs.

In 1974, growing interest in opportunities for career-oriented permanent part-time employment led New Ways to Work to develop its Job Sharing Project. Funded initially by the California Governor's 4% Discretionary Fund of the Comprehensive Employment and Training Act (CETA), the project goal is to create more and better permanent part-time employment opportunities through job sharing. Job sharing is "two people sharing the responsibilities of one full-time position with salary and benefits prorated." The project focuses particularly on positions normally available only on a full-time basis; engineer, editor, social worker, teacher and project director were among the jobs restructured during the pilot project.

The experience of the initial twelve-month pilot period convinced New Ways to Work that growing numbers of people are eager to reduce the hours they spend working, at least temporarily, as a way to enhance the quality of their lives on, as well as off, the job. With unemployment at 6% to 7% and up, the chance that reducing hours of working part time would create even a minimum of job oppor-

tunities was another important factor. Following the CETA pilot project, a consortium of private California foundations agreed to fund New Ways to Work staff to counsel would-be job sharers, assist interested employers and disseminate information about job sharing and other work-time alternatives to the public.

In 1978, the International Personnel Management Association and the Institute for Local Self-Government joined with New Ways to Work to sponsor a conference on *Job Sharing in the Public Sector.* Representatives of more than 80 public agencies attended the conference and were eager to learn about the experiences of a growing number of public sector pilot job-sharing projects. Most of these projects had been designed to create half-time work opportunities, though a few interpreted job sharing broadly and allowed a wide range of reduced hour options in order to meet employee needs for less than full-time work. Included in the program were representatives from Wisconsin's Project JOIN, the Commonwealth of Massachusetts, the State of California and a number of cities and counties around the San Francisco Bay Area that had experimented with job sharing.

Many public administrators who were unable to attend the conference asked New Ways to Work for a conference report that would provide a synopsis of the information that came out of the brainstorming sessions, panel discussions and presentations. The publishing of this booklet is in response to those requests and has been made possible in part by a grant from the Women's Bureau of the Department of Labor.

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BACKGROUND

During the past 10 years, the makeup of the American labor force has dramatically changed as women and minorities enter it in record numbers and are employed in increasingly more responsible capacities.

Shifts in social attitudes about "women's work" and "women's place," spiraling inflation that often necessitates more than one income to support a family, affirmative action hiring programs that have begun to change past patterns of discrimination all have contributed to the labor force's growing heterogeneity. Age, sex, family status, financial circumstances and personal preference shape the complex needs of today's diverse work force. A young woman entering the labor force and finding a disturbing disparity between her level of education and the types of jobs available, an older worker resisting the pressures for retirement but thinking wistfully of 'cutting back,' or a single parent trying to schedule time and energy for both family and career responsibilities all face dissimilar pressures and problems stemming from their work. Their needs cannot readily be met by a standardized system of workforce participation.

Expectations about work also have changed. Many people now expect to find jobs that not only provide economic support but offer other rewards as well, and that can be integrated with outside interests and responsibilities such as family, education or community service. There is a growing sense of entitlement to a "good job" and a "good life" that includes, among other things, more leisure time during working years and a recognition of the fact that the work needs of people differ at various stages of the life cycle. In a 1976

survey of 791 Alameda County, California, employees regarding their life pattern preferences, 80% of the respondents indicated a preference for work-time scheduling options that allowed them to break away from the lockstep progression of education-work-retirement. This growing interest in "individualized work time" challenges the concept embodied in a standardized work week. However, until recently, with few exceptions, work schedules in industrialized societies have been relatively uniform. The last 20 years, most people have worked an eight-hour day, five days a week. Recently, however, new work-time arrangements that offer more flexibility and a wider range of individual choice have begun to emerge. These include flextime, the compressed work week, sabbaticals and permanent part-time employment. Of these, only permanent part-time employment represents an alternative to the 40-hour work week.

Flextime, or flexible working hours, is a work schedule that gives employees a choice in the daily timing of their work and non-work activities. Although a "core time" is established by the company, during which all employees must be at work, a "band width"—maximum length of the working day—is also determined. The hours on either side of the "core time" represent areas of flexibility during which the employee can choose what time to be present.

The *Compressed Work Week,* or "full time in less than five days," is a means of completing the 40-hour work week within three to four and one-half days, thus extending the number of days "off" to more than a two-day weekend. Sabbaticals, or leave time, afford time away from work and a "breathing space" but, although they reduce the total annual work time of an employee, are preceded and succeeded by a standard work week of 40 hours.

A significant recent change in work-time practice has been the growing use and acceptance of *Permanent Part-Time Employment,* which offers options for those individuals unwilling or unable to work eight hours a day, five days a week. In the last decade, the part-time segment of the labor force has grown five times faster than the full-time.

The U.S. Bureau of Labor Statistics estimates that now more than 21% of those employed work part time. Not all of these, however, are permanent part-time workers. In 1978, about one in seven wage and salary workers usually worked part time by choice and one-fifth of those unemployed and seeking employment said they were looking for part-time jobs.

The change in part-time employment has been more than numerical. The nature of part-time work also has changed. Increasingly, demands to work less than full time have come from professional and technical employees: engineers, teachers, social workers, actuaries and city planners. The result has been that permanent part-time employees are working in job categories formerly open only to full-timers. Accommodation to the growing interest in career-oriented part-time work has been accomplished, in many cases, by restructuring full-time positions—sometimes by reducing the number of hours required per week, sometimes by dividing a full-time job into two part-time jobs and, more recently, by allowing two people to "share" a job; that is, to be mutually responsible for all the aspects of the position.

Emergence of New Terminology

The growing use of part-timers in a large range of job categories has led to the emergence of new terminology, much of which is still not well-defined but which represents an effort to differentiate between traditional part-time work, which is generally low-level and poorly paid, and the type of less-than-full-time employment many workers currently seek. Three of the terms that will be used extensively in this booklet are: *permanent part-time employment, job splitting* and *job sharing.*

Permanent Part-Time Employment (PPTE) generally refers to a work time that is appreciably less than the prevailing standard work time but which has a career orientation, a labor force attachment and a potential for upward mobility that historically has not been associated with part-time work. Increasingly, it also implies some of the same fringe benefits and job protections of full-time positions. A permanent part-time position can be single or it can be viewed in conjunction with another part-time position, as in a "split job."

Job Splitting (Figure 1) refers to the process of dividing a formerly full-time position between two people. In some cases jobs have been restructured into *split-level* positions where two employees working half time at different skill and pay levels provide full-time coverage for the position. Generally, however, job splitting is used in lower-level job categories that are easily divisible—and require little or no interaction between the two employees.

Job Sharing (Figure 2) refers to "two people sharing the responsibilities of one full-time position" and implies a degree of collaboration. In both job splitting and job sharing the salary and fringe

SPLIT

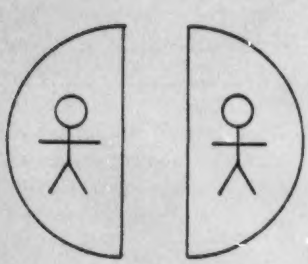

Figure 1

SHARED

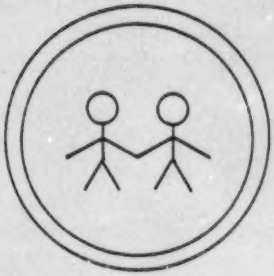

Figure 2

benefits of the position are prorated according to hours worked and both are forms of permanent part-time employment.

It is job sharing that is of particular interest as more mid-career professionals seek part-time work. It has the potential to redesign work time in more responsible, supervisory positions—job classifications that cannot usually be divided or reduced in hours and that generally are available only on a full-time basis. Some of the positions that have been restructured through collaborative job sharing are: personnel administrator, assistant director of nursing, organizational development specialist, project director, mental health worker, probation officer, affirmative action officer and social worker.

One of the reasons that new part-time employment terminology often appears ambiguous is that, in practice, the majority of full-time jobs that have been restructured have not been clearly either "split" or "shared." For example, when employers have allowed some range of choice, receptionists, typists, clerks and salespeople who hold split positions have traded time with each other and devised ways in which to cooperate. They have filled in when a partner was sick, taught each other new skills, and, sometimes even shared child care. The result has been more "sharing" than the actual performance of the tasks requires and a consequent increase in individual work-time flexibility resulting in better coverage for the organization. In this manner, a number of "split jobs" have taken on a "sharing" dimension and the differentiation in terms has become less clear. One consequence has been the use of "job sharing" as a generic

term to describe all full-time positions that have been restructured by hiring two people instead of one. For the purposes of this booklet, job sharing will be used in this generic sense and the information that follows should be considered applicable to either a split or a shared arrangement.

Job Sharing and Its Implications for Public Sector Managers

Although job sharing has been implemented in both the public and the private sector, this booklet is concerned with experiences that public sector agencies have had. It is in this sphere that the most extensive experimentation has taken place. At the present time, there also appear to be particular reasons for public sector agencies to be interested in increasing opportunities for job sharing and permanent part-time employment. Although the needs of full-time employees stimulated most of the initial interest in expanding the use of career-oriented part-time work, organizational benefits have begun to be identified that may prove to be the basis for future use and experimentation. Three factors currently are encouraging public sector administrators' interest in work-time alternatives. They are the needs of agencies to: manage human resources more efficiently, recruit and retain valued employees, and maintain the quality of human service programs. Experience has begun to show that job sharing and other forms of permanent part-time employment are appropriate options to explore when considering these problems.

More Efficient Use of Human Resources

Fiscal constraints are beginning to mandate that human resources be used more efficiently, particularly in the service-oriented public sector. Some employers find that wider use of job sharing and other forms of permanent part-time employment can achieve this end, as well as create more organizational flexibility. Properly scheduling job sharers or other part-time employees can meet peak period demands, extend hours of service, reduce costly overtime, improve service to customers and decrease backlogs of work.

In Massachusetts, one state agency uses part-time employees in a short shift that covers the lunch hour in order to handle the large numbers of people who come in at that time to have their driver's license pictures taken. A customer complaint unit in another Massachusetts agency is now staffed partly by part-timers because "they remain more sympathetic to the public than employees who hear complaints eight hours a day." The U.S. Naval Supply Systems

Command initiated a program to better match employee working hours with the peak periods of customer demands. By using more part-timers, demands have been met without increasing costs. Representative Midge Miller of Wisconsin boasts that she is the only state representative "who has one administrative assistant in two places at one time." Her job-sharing assistants both work full-time when legislative activity is most hectic and take time off during calmer times.

Recruit and Retain Valued Public Employees

In California, taxpayer disenchantment expressed by the passage of Proposition 13 has created an alarming exodus of talented public employees and a growing difficulty recruiting new talent. Public programs across the country traditionally have been unable to afford the higher wages with which the private sector attracts applicants, particularly those with management-level skills or potential. Now even pride in public service and the valuable "people programs" unavailable in the private sector, which have historically motivated carrer-oriented employees to enter public service, are beginning to erode as public funds become tighter. As one county administrator said: "The public really is the employer of these people leaving government service and when your employer expresses the level of negativism they did with Proposition 13, the good ones, if they have a choice, will look around for an employer who wants them."

Although California's case may be extreme, the taxpayer's rebellion is clearly growing in many parts of the country; consequently, public sector job recruiting may become a major problem in the next few years. Offering work-time flexibility as a benefit may be one way to attract bright young men and women to public service. Indications are growing that many employees value varied work-time positions, and that job sharing, sabbaticals and flextime all may be effective recruitment tools in the near future.

Maintain the Quality of Human Service Programs

Much of the interest in job sharing and other forms of permanent part-time employment originated in client-oriented public agency professions. Social workers, probation officers, teachers, librarians, mental health workers and public assistance lawyers, all of whom are in high stress, "caring" professions, have most frequently expressed the need for alternatives to full-time employment. Full-time work too often leads to "burn-out," which diminishes employee productivity

on the job and can significantly disrupt their personal lives. Job-sharing teachers, social workers and probation officers consistently point to higher productivity, less stress and greater job satisfaction as benefits valuable to both the individual and the organization.

Managers in organizations that offer opportunities for job sharing and permanent part-time employment also cite organizational benefits. In the public sector projects where management surveys were conducted, supervisors of permanent part-time employees and job sharers agreed that these employees generally have more energy on the job, are more task-oriented and have less absenteeism and little or no tardiness.

A recent American Management Association study of 460 private employer users of permanent part-time employees reported much the same result—60% of the organizations reported that managers felt permanent part-time employment increases productivity and decreases worker fatigue. In addition, absenteeism was lower in 50% of the users, and turnover and tardiness had dropped for 40% of the users. As a Massachusetts supervisor of part-time social workers stated: "I see a tremendous benefit to the system in having these half-time employees. . .the Department is getting the productive hours of a worker. . .their response to the work is positive and they feel the importance of it."

Bearing in mind these factors, succeeding sections of this booklet will review the experiences of several public sector job-sharing and permanent part-time experiments. We will examine some of the results, identify common denominators and attempt to present the information in a way that will be helpful to other managers and administrators interested in integrating the permanent part-time work form into their own agencies and organizations.

The emphasis throughout the book is on job sharing. That is because, to date, the potential that this new work arrangement offers for creating part-time opportunities in more responsible, upper-level jobs has been largely neglected by managers and supervisors. Although all of the public sector permanent part-time projects described in the Case Histories section have the announced intention of creating part-time options at all levels, and in most job classifications, the disclaimer of "unless this proves unfeasible" is often attached. With the exception of Project JOIN, the result, in most cases, has been that the majority of jobs that have been restructured are found in easily divisible job classifications. New Ways to Work hopes that some of the information contained in this

booklet will encourage more experimentation with collaborative job sharing and prove helpful to those who would like to create more opportunities for reduced work time at all levels.

The remainder of the book is divided into two sections. The first identifies some of the considerations critical to successful implementation and proposes an implementation model based on the composite experiences of existing pilot projects. The second contains case histories of several major public sector pilot projects, discusses how and why they were initiated and describes what some of the results have been.

CONSIDERATIONS AFFECTING SUCCESSFUL IMPLEMENTATION

The various public sector pilot projects that have experimented with job sharing and other forms of permanent part-time employment have identified some elements crucial to successfully implementing reduced work-time options. This section enumerates the considerations to which employers should give careful attention when designing a job-sharing or permanent part-time employment program. Specific examples are occasionally referred to in order to illustrate a point. They are drawn from the experiences of the five pilot projects described in greater detail in the case histories section.

1. COST FACTORS

Job sharing and other forms of permanent part-time employment will become widespread options only if they are implemented in a cost-efficient manner. Several factors must be examined to ensure that new programs take advantage of potential benefits and reduce potential costs.

FRINGE BENEFITS: These fall into four categories (statutory, time, supplementary and retirement) and are computed on either a per capita basis or as a percentage of payroll.

Statutory benefits are those mandated by law: Social Security, Unemployment Insurance and Worker's Compensation Insurance.

Social Security is computed at 6.13% of income up to $22,900 a year. Employers incur extra expense for job-sharers only when two

share a full-time position that pays more than $22,900. Most public sector jobs pay less than that. For those that pay more, the employer is charged 6.13% up to a maximum of $45,800 (or double the $22,900). Job-sharers in a position paying $25,000 would cost an employer $128.73 more per year in Social Security than a regular full-time employee.

Unemployment Insurance also is computed on a per capita basis. If an employer eliminates a shared position, or both employees quit at the same time and both claim Unemployment Insurance, which would be unusual, this becomes the most costly expense of job sharing for employers. However, when job sharing is initiated or extended to avoid layoffs, employers can save money because retaining workers minimizes Unemployment Insurance claims.

Worker's Compensation Insurance is based on a percentage of payroll and does not constitute an extra cost.

Time away from work such as paid vacations, holidays, sick leave and jury duty can easily be prorated according to time worked.

Supplementary benefits include health and dental insurance—very important to employees without other sources of coverage—life insurance, accident insurance, etc. Although often not available to part-timers in the past, in spite of the need for them, they can be offered on a prorated basis, either as a percent of salary or by dividing the cost between the employer and the employee.

Several of the projects described in the case histories section give full health and/or dental coverage to employees working 20 hours a week or more. Others prorate these benefits; i.e., pay half the cost of full coverage for a half-time employee and let the employee pay the other half. Prorating is obviously the most cost-efficient way to offer this type of benefit but some jurisdictions feel that the advantages derived from using part-timers offset the extra cost of full coverage.

Retirement benefits usually are computed as a percentage of payroll and thus are automatically prorated. A problem for older workers arises, however, when retirement benefits are determined according to the income earned during the three to five years preceding retirement. This policy has discouraged many older workers from participating in job-sharing projects even though seniors often seek career-related part-time work. In a few instances, retirement programs have been changed so employees who cut back to part time can opt to continue paying into the retirement fund at the full-time rate and then "pension out" at full time. The district then also pays the full-time rate but the reduced salary results in overall net

savings.

REDUCED OVERTIME: Several projects have found that the increased scheduling flexibility possible with job-sharers and other part-timers reduces the need for overtime. This has been accomplished by scheduling sharers to work together during periods of peak demand, by arranging a gap period that allows service hours to be extended and by contracting for a range of hours—e.g., 20 to 30—to be worked during a given time period rather than a set number.

As several project reports caution, it is important not to regularly schedule part-timers for overtime—that is, hours in excess of what has been contracted for—unless there is a clear agreement to do so at the time that the job is filled. In certain types of jobs there may be an expectation on the part of both employer and employee that an above average number of hours will be worked during times of excessive activity with a corresponding reduction of hours during slack periods. Regularly scheduling more hours than the employee contracted for simply because the employee is a part-timer is an abuse of "increased scheduling flexibility" and can seriously undermine a job-sharing program. If overtime must be regularly scheduled, premium rates should be paid.

SICK LEAVE AND ABSENTEEISM: Reduced sick leave and absenteeism, generally attributed to increased personal time and the opportunity for job-sharers to trade hours freely, have been identified as cost savings by several projects. California's Department of Motor Vehicles estimates that it saved $3,364 during an 18-month period because of reduced use of sick leave and an elimination of absenteeism.

TRAINING COSTS: Some projects described in the case histories section report increased training costs due to the growth in personnel. The Department of Motor Vehicles report noted, however, an offsetting savings from the ability to retain already trained full-time personnel who wanted or needed part-time options. Another way to save on training costs is to have the employee who is reducing hours in the position train the new employee who is taking over a portion of the job.

INCREASE PRODUCTIVITY: Although 'productivity' is difficult to quantify in a service-oriented, public agency, supervisors in several of the pilot projects were surveyed to determine whether in their opinion, productivity changed when full-time employees reduced to part time. In the Department of Motor Vehicles study, a large majority of supervisors (90.1%) reported that the quality of work

produced by their part-time workers was the same or better than when they worked full time and 89.4% reported that output was the same or better. Numerous supervisors surveyed informally in other projects report similar positive reactions. A reason often stated is that part-time employees make better use of their time because they have more energy on the job and can be scheduled to work during peak periods of activity.

2. UNION COOPERATION

Union cooperation is extremely important to the success of any program of reduced hours. Unions traditionally have viewed part-time work with considerable reserve. They have not sought either to organize part-time workers or to increase opportunities for part-time employment. This has been due, in large part, to a recognition that most people cannot afford to work only part time, that part-time workers are difficult to organize and that, traditionally, most part-time work has been of low status, poorly paid and without the protections that most full-time workers enjoy. Some trade unionists also have expressed the fear that employers who divide a full-time job are taking work away from full-time breadwinners and giving it to those who have alternative sources of income—housewives, college students, pensioners, etc.

As union officials begin to recognize that members of their organization want and need this kind of option, however, this attitude is beginning to change. Recently, some unions, notably the Service Employees International Union (SEIU), which represents large numbers of public employees including social workers, probation officers, librarians, mental health workers and others, has negotiated, through its locals, the right to share jobs or otherwise voluntarily reduce work time. The Santa Clara County model, described in the case histories, is a good example of union and management working together to create new employment options and to ensure protections for part-time workers.

In general, the unions New Ways to Work has dealt with have stipulated four criteria necessary to win their support:

1. Part-time work must be voluntary.
2. Base salary scale and fringe benefits must be maintained.
3. Protections against speedup must be instituted and premium overtime paid if part-timers are asked to work more than their contracted hours.

4. Layoffs must occur according to some kind of seniority process that ensures that part-timers are not automatically laid off first.

3. LAY OFF RIGHTS FOR PART-TIMERS

Layoff rights for part-timers has been identified as a major consideration by other than union sources. The Department of Motor Vehicles evaluators stressed the importance of these rights in their final report to the governor and the Legislature. They recommended that the policy of laying off part-timers first must be changed if voluntary job sharing or other part-time employment is to expand. It seems obvious that unless job protections are similar to those of full-timers few people will risk reducing hours.

4. ESTABLISHING QUOTAS

Initially, proposed Federal legislation, and later state legislation in Massachusetts and Maryland, set fixed goals for the percentage of part-time jobs within each department, agency or state to be made available within a given period of time. This was intended to encourage implementation; in practice, it aroused resistance.

More recent Federal and state legislation calls for individual departments to establish goals and review them annually. The review process is expected to encourage active programs without stirring up concern about mandatory quotas. It also allows a more realistic appraisal of interest than an across-the-board percentage, which might prove too high for some job categories and too low for others.

5. PERSONNEL CEILINGS

In many public agencies, the personnel ceiling system is the major obstacle to expanding part-time job opportunities. Some ceiling requirements, often called "head counts," mandate that part-time and full-time employees count the same against personnel authorizations. If this is the case, in order to increase opportunities for job sharing and other forms of permanent part-time employment, it is necessary to change to a "full-time equivalency" system. This system sets a limit on the total number of hours to be worked by employees during the fiscal year, rather than on the total number of employees.

6. REVERSIBILITY

A policy that defines the conditions under which a job sharer or part-timer can return to or apply for full-time work must be established in conjunction with job sharing or other permanent part-time programs.

Although a few employers, notably in school districts, guarantee employees the right to return to full-time status on demand, most have worked out a system that gives the reduced-hour employees some kind of priority when applying for full-time positions in their job classifications.

7. RECRUITMENT

The scope and goals of a job-sharing program determine the recruitment strategies an organization must design. Several of the projects included in the case histories focused exclusively on the needs of current full-time employees and, whenever possible, paired employees who requested reduced hours. They recruited outside their organization only when necessary.

Others, including the City of Palo Alto, used job sharing to expand employment opportunities within their community. Palo Alto filled a large percentage of the shared jobs by new hires. Positions were advertised as "shared jobs" and outside team applications were considered as well as in-house. In at least one instance a special non-traditional recruitment network was developed, drawing on the referral services of women's groups, agencies aiding the handicapped and other community-based organizations serving the needs of the segments of the labor force which, at present, seem particularly interested in career-oriented part-time employment. (See Appendix F for a partial list of alternative recruitment sources.)

Employers have had difficulty designing a reliable "screening" system to identify applicants who really prefer or want only part-time employment. In a tight economy, people who need full-time work see part-time opportunities as a "foot in the door." When hired into part-time jobs they move into a full-time position as soon as they can. This creates a turnover problem on the one hand but also gives the employer a chance to "get acquainted" before moving the employee into the full-time position, an advantage not normally available when hiring.

Designing special recruitment lists—one for full-time applicants

and one for part-time—does not successfully screen for preference unless those who put their name only on the part-time list can be identified. A recruitment technique the City of Palo Alto uses is to advertise open positions, in-house and externally, as being available either to one full-time or two part-time applicants. People can then apply in the fashion that best suits their needs and employers have the option of filling the position either way.

When one partner leaves a shared position it is generally advantageous to include the remaining employee in the interview process for the replacement, at least in the initial phases. Full-time employees who request the opportunity to restructure their jobs also should be involved in the matching process, particularly if the job requires, or benefits from, collaboration.

Active outreach to special groups traditionally interested in part-time employment—women, students, the handicapped, older workers wishing to scale down toward retirement, parents with young children—can considerably broaden the prospective labor pool. A creative recruitment program is often the key to accomplishing socially responsible or federally mandated organizational goals.

8. JOB SHARING AND C.E.T.A.

The Comprehensive Employment and Training Act (CETA) recognized the need for non-traditional approaches to creating employment and to client training. Through its programs it has provided impetus to the trend toward work-time options. Many CETA target groups could benefit from alternative working arrangements, including women, single parents, displaced homemakers, older workers, youth, the handicapped and individuals without educational credentials. The Job Sharing Pilot Project initiated by New Ways to Work in 1975 was funded from the Governor's 4% Discretionary Fund of CETA. Since that time, other projects promoting permanent part-time employment and other alternative working arrangements such as job sharing across the country have been funded through CETA prime sponsors.

The regulations of the CETA Re-Authorization Act of 1979 focus on the need for work-time alternatives and encourage employers to develop options for job sharing and other forms of part-time work.

In the section on definitions 675.4 in the CETA regulations, the "absence of part-time or alternative working patterns/schedules" is noted as an "artificial barrier" to employment that must be overcome.

In section 675.6 (e), which deals with intake and assessment, prime sponsors are advised: "In the designing and operating of programs, special consideration shall be given to provide for alternative working arrangements such as flexible hours of work, work sharing, and part-time jobs, particularly for older workers, and those with household obligations including parents of young children."

In Section 676.23 (g), which describes acceptable public service employment and training activities, prime sponsors are enjoined to "take into account the household obligations" of those persons whom the act is supposed to serve, and "give special consideration to providing alternative working arrangements such as flexible hours of work, work sharing and part-time jobs, particularly for older workers, and parents of young children." The same section encourages prime sponsors to consider employment and training activities "which remove artificial barriers to employment."

Section 676.53 encourages prime sponsors, when they are developing their affirmative action plans for outreach to and training, placement and advancement of handicapped individuals, to include "identification of artificial barriers" to employment as well as "development of upward mobility programs."

Section 677.13 describes program activities under Title II B (training activities for the economically disadvantaged) specifically noting among the programs and activities prime sponsors are authorized to undertake "part-time, flexi-time, and other alternative work arrangements for individuals, who, because of age, handicap, or other factors are unable to work full time."

These references, and others less specific, encourage CETA prime sponsors to support innovative programs, designed to create alternatives to the standard 40-hour work week.

DESIGNING AND IMPLEMENTING A JOB SHARING PROGRAM

A job-sharing program must be designed to meet the needs of the agency using it. Therefore, before constructing a job-sharing or permanent part-time employment program those proposing it must agree on its objectives. Is the program intended primarily as an employee benefit? If so, will it be used as a recruitment tool? Will affirmative action implementation be a primary objective? What administrative guidelines must be developed to achieve that goal?

As the case histories in this booklet will illustrate, there are many ways and many reasons to develop a job-sharing program. The nature, size and goals of the organization are critical considerations in determining the job-sharing program best suited to a particular organization. Once the goals and objectives are agreed upon, the following step-by-step procedure can be initiated.

1. *Assess current personnel policy as it relates to employing less-than-full-time employees and recommend changes or additions where necessary.* Is the personnel policy compatible with career-oriented part-time work? Can fringe benefits be prorated, retirement and seniority rights maintained and full-time equivalency personnel budgeting used? Do part-timers have layoff rights similar to full-timers? Are criteria for reversibility established?

2. *Begin dialogue with union representatives.* Analyze union contracts as they relate to less-than-full-time employees, keeping in mind union attitudes about voluntary reductions in work hours and protections for part-timers (see page 99). Solicit union comments and suggestions on program scope and methodology.

3. *Decide on the scope of the program.* What is the proposed

degree of utilization? Will the option to split or share a job be offered on a trial basis, perhaps using a pilot project mode? Will it be confined to specific job classifications or particular departments, or to a limited number of first-come, first-served applicants? Will it be an organization-wide option? Will it be confined to current employees or include some new hires?

4. *Develop program of education and technical assistance for managers and supervisors.* Experience to date indicates that the most critical factor in expanding opportunities for job sharing and other forms of permanent part-time employment is the support of middle management—particularly those persons supervising the job-sharers. Supervisors must not only agree to the arrangement but must have a positive attitude toward it if the restructuring of positions is to succeed. Education about job sharing and technical assistance during and after the process of restructuring encourages experimentation and increases the chance that it will be successful. Providing information about the kinds of jobs that have been successfully shared, the way performance reviews have been handled, the time arrangements that have been constructed and the way tasks have been divided to take advantage of different skills and experience, maximizes the chances that supervisors will react positively when one of their employees presents a job-sharing proposal to them.

Making supervisors aware that permanent part-time employment, including job sharing, can be in their own interest helps them to overcome the "inconvenience factor." Many managers and supervisors hesitate to increase available part-time work because they have preconceptions about potential schedule disruptions or fear that too many of the staff will apply for this option once a "Pandora's Box" is opened. In actual practice these concerns have proved unfounded. The fact is that job sharing and increased opportunity for part-time work has helped managers improve scheduling, meet affirmative action goals, retain valued personnel and minimize layoffs. Information on where and how these work options have been used to advance organizational interests has only recently begun to be available. (The Appendices to this manual list a variety of resources.)

5. *Hold meetings with managers and supervisors* to explain reasons for proposed program, inform them of the type of technical assistance that will be available to them, assess the degree of interest, get their input and answer their concerns.

6. *Begin program by identifying employee interest.* (See Appendices for a sample survey.)

Restructuring a Job: Some Guidelines for Supervisors

When an organization decides to allow job sharing or other opportunities for permanent part-time employment and announces its basic guidelines, supervisors within individual departments generally must take the initiative to develop an active program. The supervisor also generally approves or disapproves any request to restructure a particular position. This section is intended to guide supervisors sympathetic to the restructuring of jobs under their jurisdiction, but unfamiliar with the specifics of job sharing and the way it has been handled in other organizations. The suggested step-by-step process was developed after talking with numerous supervisors of job-sharers.

Discuss the new job-sharing program with your department's employees, once you have received education and technical assistance on the job-sharing concept from your agency. Answer any questions your employees might have about participating in the program.

Identify interested employees within your department. This may have already been done through an agency-wide survey (see page 99). If not, the questionnaire in Appendix C is designed to assess both current and future interest.

Establish an application procedure. This may have been done at the administrative level for the sake of uniformity.

Review requests. Some questions that may help determine whether a particular position would benefit from restructuring are:

- Does it require a broad range of skills?
- Can duties and responsibilities be clearly defined and divided?
- Does this position entail unusual amounts of stress?
- Does this position encompass regular peaks of activity and periods of non-activity?
- Are the job responsibilities reasonably autonomous?
- Are the job responsibilities unusually tedious or monotonous?
- Would the position benefit from more than eight-hour coverage?

Decide on a means of recruiting partners. This can be included in the organizational plan, or the responsibility can be assumed either by the employee who wishes to reduce hours or by the organization. Some employers only accept applications to split or share a job from teams; others prefer to use normal part-time recruitment channels.

Agree on the responsibilities of the team. Discuss your expectations of the sharers openly so they are clear from the start. How much flexibility will exist for the organization? For the employee? Will the sharers be able to trade time off freely as long as the responsibilities of the job are fulfilled? Does the supervisor expect both partners to work full-time on occasion - perhaps during peak periods of activity? Will partners receive overtime pay for hours worked in excess of regular schedules? Any issues relevant to the job and the benefits that the employees and employer expect to derive should be thoroughloy discussed and agreed upon.

Sharers' first assignment should be to analyze the job and the way their individual skills and experience relate to it, and to develop a proposal for the supervisor that shows how they will share time, tasks and responsibilities. It is particularly important that work is equitably divided and regular communications assured. A *work plan,* a *time plan,* and a *communication system* appropriate to the position should be submitted to the supervisor for approval or revision. Once the final plan is approved, it can form the basis of evaluation of the team at a later date.

CASE HISTORIES

Introduction

Public sector experimentation with permanent part-time employment has been going on for some time. In 1967, John Gardner, then Secretary of the U.S. Department of Health, Education and Welfare, (HEW), announced creation of the Professional and Executive Corps. This was a demonstration project designed to open opportunities for talented, trained employees who could not or did not want to work a regular 40-hour week. Geared largely toward women who had laid aside careers to raise families, the project allowed 22 women from various ethnic and racial backgrounds to work 20 to 35 hours a week in various job categories throughout HEW. Within 17 months, the number in the experiment had grown to 40.

At about the same time, the U.S. Department of Housing and Urban Development (HUD) initiated a permanent part-time experiment. It began with eight part-timers hired on a permanent basis, and grew to 100 permanent part-time employees—until recently, the most permanent part-timers in any federal agency.

In 1974, Senator John Tunney (D-Calif.) and Representaive Yvonne Braithwaite-Burke (D-Calif.) introduced legislation aimed at providing more opportunities for part-time employment for those federal employees who cannot or do not want to work full time. After numerous setbacks, the Federal Employees Part-Time Career Employment Act (PL 95-437) was finally passed in October, 1978. This legislation:

- Narrows the definition of part-time career employment from scheduled work of less than 40 hours a week to scheduled

work between 16 and 32 hours per week, for employees who become part time on or after April 8, 1979.

- Requires agencies to establish, by regulation, programs to expand part-time career employment opportunities in competitive and excepted positions at grade levels through GS-15 or equivalent. Agency programs must include annual goals and timetables for establishing part-time positions.
- Requires agencies to report twice each year to the Office of Personnel Management (OPM) on progress in meeting part-time career employment goals together with an explanation of impediments experienced in meeting such goals and measures taken to overcome them.
- Requires the Office of Personnel Management to advise and assist agencies in the establishment and maintenance of their part-time career employment programs.
- Requires the Office of Personnel Management to conduct research and demonstration programs with respect to part-time career employment in the federal government.
- Changes the current method for determining personnel ceilings in each agency by requiring the counting of part-time employees on the basis of the fractional part of the 40-hour work week actually worked (effective October 1, 1980).
- Prorates the government contribution for the health insurance of eligible employees who become part time on or after April 8, 1979, on the basis of the fraction of a full-time schedule worked.

The legislation specifically calls for research and demonstration programs "determining the extent to which part-time career employment may be used in filling positions which have not traditionally been open for such employment on any extensive basis, such as supervisory, managerial and professional positions" (P. 3402 (a) (1) (E) (2) (A) and for "determining the extent to which job-sharing arrangements may be established for various occupations and positions" (P. 3402 (a) (1) (E) (2) (B)). This corresponds with a section in the Regulatory Requirements of the Office of Personnel Management that calls for that agency to provide technical assistance that will include "guidance on job sharing and position restructuring" (P 340.302 (a) (5)).

In 1977, previous to passage of the federal legislation, experimental programs in five federal agencies (Veterans Administration,

Federal Trade Commission, General Services Administration, Environmental Protection Agency and the Export-Import Bank) were initiated as a result of a presidential directive. This effort was aimed at giving "older people, those with family obligations, the handicapped and students greater opportunities for federal career employment." It also was intended as a means of testing the changes in policy and procedure encompassed in the then-pending legislation.

Several states have also passed legislation or undertaken programs designed to increase opportunities for permanent part-time employment. In 1974 and 1975, Massachusetts and Maryland passed legislation similar to the Tunney-Burke bill, encouraging expansion of part-time employment options for employees of those states. Also in 1975, a California bill established a pilot project within the Department of Motor Vehicles to test the feasibility of job sharing and other means of voluntarily reducing work hours and Wisconsin received funding from the U.S. Department of Labor for a demonstration project (Project JOIN) to explore similar possibilities for that state's employees. At this writing, 10 states—Alaska, California, Colorado, Hawaii, Massachusetts, Maryland, New York, Oregon, Washington and Wisconsin—have officially encouraged the use of job sharing and other forms of permanent part-time employment either by passing legislation that specifically increases opportunities for these work options or by supporting pilot projects designed to test their feasibility.

The case histories that follow some of the results of this experimentation were chosen because they illustrate several approaches to implementing job sharing and other permanent part-time employment options and because they illustrate various types of jurisdictions. Representatives from these projects were among those participating in the aforementioned 1978 conference.

PROJECT JOIN

A Research and Demonstration Project on Job Sharing

Background

In 1976, the Wisconsin State Department of Administration, Division of Employee Relations, applied for a grant from the U.S. Department of Labor to support a demonstration project to develop and test job-sharing and flexible-time arrangements in the Wisconsin

Civil Service. Under the terms of the proposal, 25 or more permanent full-time civil service jobs were to be restructured. Recruitment was to emphasize older workers, women and others "excluded from the full-time labor force." Task analysis was to be performed on the positions and retirement laws researched to determine procedures for instituting job sharing for older workers. The proposal was accepted and in June 1976, the 2½-year Project JOIN (Job Options and Innovations) was begun.

Shortly after the project was initiated, a task force was created in the Wisconsin Legislature at the request of State Representative Midge Miller, in order to study job sharing and flexible work hours in Wisconsin. Rep. Miller and others believed that permanent part-time employment could be a valuable employment option for a number of segments of the working population. They also believed that most managers would be unwilling to offer part-time opportunities in professional or mid-management categories unless experience demonstrated the feasibility and value of doing so. Job sharing was the approach they decided to investigate regarding professional and technical positions "because it provided a clear comparison with what had formerly been a full-time position."

The task force, which included Project JOIN co-directer Mary Cirilli, had two goals: (1) To determine whether existing statutes had any negative effect on flexible work hours and job sharing; and (2) To determine what additional initiatives were needed to encourage use of flexible hours and shared positions.

As a result of the task force's investigations and of subsequent testimony presented by community-based organizations, businesses and the general public at a hearing in October 1976, legislation was introduced (Chapter 196, Senate Bill 2) that mandated Wisconsin state agencies to experiment with flexible hours and to increase the number of permanent part-time opportunities, including job sharing, available in the state civil service system. This legislation greatly facilitated the activities of Project JOIN.

The Program

The first activity the project undertook was to analyze the state civil service statutes, administrative rules and procedures, union contracts and budget procedures as they pertained to permanent part-time employment and job sharing. Job sharing was defined as splitting one full-time position into two permanent part-time positions.

Two potential problem areas were eliminated from consideration

immediately: (1) Wisconsin uses a "position count" rather than a "head count" in its budget process so it can deal with part-time employees in terms of full-time equivalencies; and (2) There is a statutory provision that guarantees half-time employees the same rights and fringe benefits as full-time employees.

Problem areas identified were related to retirement and certain administrative procedures. The formula for determining retirement annuity payments proved to be a disincentive to job sharing for older workers because it was computed on the basis of the highest three years of earnings times the number of credit years worked. Part-time employees received only a half-year credit toward retirement. In the works is a more equitable formula that can be introduced as new legislation and that would make job sharing and permanent part-time more attractive to older workers.

Minor problems also were encountered with policies regarding regrades (progression within a pay range), time schedules of job sharers in some categories and holidays. These were readily resolved, however.

Another early activity was establishing an *Advisory Board* to the project that included representatives of key state agencies, unions and private concerns with experience in alternative work patterns. The Advisory Board was an ongoing vehicle for information and new ideas.

Job Development for the project occurred in two ways: (1) Vacant positions that would lend themselves to job sharing were identified by project staff; and (2) State employees were surveyed to determine who wanted to cut back their hours.

The latter approach was used most.

About 28,000 state employees were surveyed and 6% said that at some point in their career they would like to try job sharing. Project staff helped anyone who wanted to reduce hours or share their job to restructure the position and find a partner. Sixty-five percent of the people in the project previously had been full-time employees. When a supervisor agreed to allow a position to be restructured, *task analysis* of the job was begun to define the responsibilities of the position. Partners were recruited through regular Division of Personnel job announcements as well as a special *recruitment* network set up by the project. Project JOIN also collected resumes and made referrals to help fill the open portion of positions.

A *publicity campaign* was mounted to heighten community awareness of the project. A brochure was produced, presentations

on job sharing were held and newspaper articles were encouraged.

To broaden the base of general knowledge about alternative work patterns in Wisconsin beyond public sector usage, a questionnaire was developed and distributed to private employers in the Madison area and follow-up interviews were held with 27 of the participating private employers.

The project ultimately developed 56 positions involving 115 job sharers—more than twice as many as their original objective.

The sharers were 76% female, 24% male. Five persons were age 55 or older and five were disabled. Average years of education was 16.

The positions that were restructured:*

Technical	26
Research	11
Caseload	30
Public Contact	31
Financial	4
Planning	1
Manager	1
Intake/Referral	3
Training	2
Supervisory	2
Office Manager	1
Consultant	2

**(Complete list of job titles at the end of this report summary.)*

Work load was paired or shared in 47 of the positions and split in nine.

BENEFITS AND CONSIDERATIONS

The project identified increased job satisfaction—particularly among those that were sharing positions—and higher pay as advantages to employees. Applicants for part-time positions who obtained employment *outside* Project JOIN earned $40 *less* per week than project participants. This was taken as an indication of the lack of high-level, permanent part-time employment in the general job market.

The major disadvantage that project participants noted was the limited access to career advancement opportunities. The only career advancement opportunity available to most sharers was when the

duties of the position increased in level of responsibility, then the job sharers' classification increased to accommodate the new level.

Advantages to employers included higher productivity, lower turnover and several cost savings.

Eighty percent of the supervisors who had supervised workers both before and after they had reduced their hours rate their employees to be more productive as part-time workers than they had been as full-time. (Eighty percent of the workers who reduced their hours on the same job also said they felt their productivity had increased.)

Project research statistics showed that, in total, the cost of employing two job-sharers was $1,472 less than the cost of employing one full-time worker. The costs included in this analysis were: health insurance, life insurance, Social Security and retirement benefits as well as salary.

The salaries paid to job-sharers on the average were lower either because the jobs were split into differential skill levels or because the job-sharers were new employees and started at the bottom of the pay range. The benefit cost, of course, was higher because the state offered the same contribution to health insurance coverage to full-time and part-time employees.

Job-sharers also generally used slightly less sick leave than their full-time counterparts and had a lower rate of turnover and absenteeism—43.3% of their sick leave compared to 50.8% use by full-timers.

The main disadvantage cited was slightly more supervisory time for training. This, however, was perceived as an initial cost that ends when the employee is trained.

CONCLUSIONS

Both the project staff and the research team concluded that Project JOIN's experience shows that job sharing is not only desired by some employees but that it is advantageous to the employer.

Other conclusions concerned the implementation of job sharing. It was determined that there were no legal barriers or administrative rules that mitigated against the restructuring of full-time jobs in the Wisconsin Civil Service. They concluded that job sharing had not been tried more because it was a new idea and most supervisors and personnel officers had not dealt with the mechanics of dividing a full-

time position.

It was decided that the problem of developing the option of reducing work time for older workers needs further investigation. Although a number of older workers responded positively to the survey at the beginning of the project, most did not know how the job-sharing option would affect their retirement benefits and so chose not to act until this factor was clarified.

The project staff also concluded that it was extremely important to establish systems for assuring communication and an equitable work load division between sharers. This and a work schedule that reflected the needs of both the sharers and the job coverage were identified as critical to successfully restructuring a job.

In summary, the report states: "Organizations can look to job sharing as another method of recruiting capable employees, increasing job satisfaction as well as productivity while lowering turnover and sick leave usage."

Job Titles of Project JOIN Restructured Positions

Area Services Specialist
Registered Nurse
Microbiologist
Computer Operator
Electronics Technician/Broadcasting Engineer
Automotive Mechanic Helper
Computer Operator
Student Admissions Examiner 2
Stenographer 3
Property Assessment Specialist 2
Insurance Consumer Specialist 12
Curator
Medical Technologist/Research Analyst
Research Analyst
Community Services Technician
Management Information Specialist
Counselor
Parole Officer
Job Service Specialist 3
Attorney
Teacher
Utility Rate Analyst

Educational Services Intern
Job Service Specialist 2
Investigator
Library Assistant
Administrative Assistant
Administrative Assistant I, Supervisory
Account Specialist I
Account Examiner
Planning Analyst 4/ Budget & Management Analyst 4
Training Officer/Community Services Assistant
Library Consultant
Training Officer/Job Services Assistant 3
Nurses Aide 2
Social Worker
Probation and Parole Officer
Research Assistant
Planning Analyst 2/3
Administrative Assistant 3
Personnel Specialist
Human Relations Professional
Typist 3
Administrative Secretary
Typist 2
Mechanician 2
Management Information Specialist I

COMMONWEALTH OF MASSACHUSETTS

Change Through Legislation

Background

In July 1974, the Massachusetts legislature passed the first law in the nation designed to increase part-time employment in the public sector. The bill, commonly known as Chapter 500 of the Acts of 1974, and lobbied by Representative Lois Pines and a coalition of community-based organizations representing women and the disabled, called for the creation of flextime and permanent part-time work opportunities within all executive agencies of the Commonwealth.

To implement its goals, the legislation established the position of Coordinator of Flexible Hours within the Bureau of Personnel, and in December 1975 the bureau secured CETA funds for a flextime demonstration project. A financial crunch in Massachusetts and a major reorganization of the Personnel Administration delayed implementation of the part-time aspects of the program until late 1976, when a Coordinator of Flexible Hours and Part-Time Employment was finally hired.

The Program

Chapter 500 calls for the "development, implementation and oversight for plans for the utilization within all executive agencies of persons who choose to be employed for a reduced number of hours per week and the recruitment of such persons for civil service and non-civil service employment." The mandated responsibilities of the coordinator are to "recommend to said bureau such action, including the submission of legislation and the making of rules, as shall be necessary from time to time in order to implement a plan or plans for flexible hours employment and in order to secure for flexible-hours employees the normal advantages of their positions, including without limitation vacation time, sick leave, maternity leave, bonuses, advancement, seniority, length of service credit, benefits and participation in benefit plans or programs."

Section 2 of the Act specifies that within not less than a year, "2% of the total number of positions in each class and grade must be allotted to flexible-hour employees and an additional 2% must be added every year up to a maximum of 10%." The act, however, did not invoke sanctions against agencies that do not comply.

To ensure success, the coordinator had two major tasks: promulgate administrative regulations for flexible-hour employees and find ways to obtain agency compliance voluntarily.

The first task constituted most of the year's work. After carefully examining existing personnel policies, the coordinator determined that policies relating to maternity leave, annual increments, vacation status, seniority and health insurance eligibility had to be changed to meet the requirements of Chapter 500. Because the latter two items required separate legislative amendments, the coordinator first addressed areas that needed only a policy change or a reinterpretation of the collective bargaining contract. The "Regulations Governing Part-Time Employees" were promulgated in December 1977. Major provisions of the regulations were:

- Define a permanent part-time employee as one who works 50 percent or more of the hours per year of a regular full-time employee in the same title—18¾ for full-time positions scheduled as 37½ and 20 hours a week for those requiring 40 hours.
- Exclude intermittent part-time employees from all employment rights and fringe benefits.
- Permit permanent part-time employees to take a promotion exam after one calendar year of service.
- Provide civil service tenure rights, transfer rights, and reinstatement rights to part-time and full-time employees equally. Except for reduction-in-force and qualifying promotional examinations regular part-time employees rank below full-time employees in seniority.
- Prorate sick leave, annual leave and paid personal leave.
- Grant bereavement leave, voting leave, civic duty leave, military leave, and educational leave at the same rate as a full-time employee.
- Provide unpaid maternity leave of up to eight weeks for employees who have completed the probationary period.
- Provide prorated, step-in-grade increases after one calendar year.
- Specify that permanent part-time employees scheduled to work on a state holiday are paid for the hours they normally would work.
- Allow part-timers to participate in employee training programs.
- Prorate retirement benefits if the regular part-time employee meets the same requirements for creditable service as a full-time employee.
- Provide health and life insurance coverage at the same rate as for a full-time employee if the permanent part-time employee works at least 20 hours a week.

The two problems unresolved by the new regulations—equalizing seniority rights for part-time and full-time employees and including part-time employees working 18¾ hours a week in the health insurance coverage—required legislative amendments and were put over to be considered the following year.

After the regulations were developed, the program's next priority was to convince managers and supervisors to increase opportunities

for part-time employment. The program's first two-year progress report notes, "The major factor impacting on forward progress has been the existence of a pervasive adverse attitude toward the legitimacy of the program and its potential participants. In the minds of most full-time workers...part-time employment is usually viewed in one of the following ways: as a substitute for the bored housewife; as pin money for the worker; or not quite as good as full-time work. For this reason it is particularly difficult to convince managers and supervisors that it is to their advantage to include part-time employees in the work setting."

To break down resistance of managers and supervisors, several educational tools and techniques were developed. The first brochure outlining the management advantages of part-time employment encouraged managers to consider part-time employment opportunities as a vehicle to:

- Attract a broader range of skills through selective job sharing.
- Increase productivity levels in high-stress or repetitive jobs.
- Retain valued employees whose circumstances require them to reduce or reschedule their working hours.
- Overlap or double team during peak periods of operation.
- Deploy the resources of a single position in separate locations.
- Reduce short-term absences and tardiness.

The coordinator also developed a 30-minute video-tape to acquaint state agency personnel and outside organizations with the goals and objectives of Chapter 500. Like the brochure, the tape is used in training sessions for managers and supervisors, and expounds on the management benefits of a part-time employment program.

In 1978, the addition of staff—a part-time assistant to the coordinator and a half-time secretary—along with more active cooperation from several agency department heads began to result in significant progress. Discussions were initiated with the Group Insurance Commission and the Office of Employee Relations to resolve the problem of providing health and life insurance benefits to those part-timers working 18¾ hours a week who were otherwise covered by the regulations. (Approximately half of all the Commonwealth's positions are based on a 40-hour work week and the remaining half on a 37½-hour work week.) An agency survey

determined that the cost of lowering the minimum hours for qualifying for health and life insurance benefits from 20 hours to 18¾ would be $136,000.

An agreement was reached with the administration and appropriate enabling legislation was filed for consideration during the 1979 legislation session.

To encourage current full-time employees to make greater use of opportunities for reducing to part time, agencies were asked to participate in a part-time demonstration program; the union supported the idea, and to date, five agencies have agreed to develop projects. Surveys of employee interest were distributed in November and December of 1978 and 12½% of those surveyed responded positively. The following reasons were specified for wanting to reduce hours:

- More leisure time with family
- Pursuit of educational goals
- Outside employment
- Transition to retirement
- Increase Social Security benefits
- Others, including pregnancy and desire to start family

Currently, Massachusetts has 1,931 part-time state employees, 70% of them female. Except for Chelsea Soldier's Home (13%) and Holyoke Soldier's Home (6%), the agencies with the highest percentage of their personnel working part-time are: Mental Health (6.5%), Public Health (9%), Banks and Loans (9%), Office for Children (5%).

The remainder of the agencies responding to request for information averaged between ½% and 3% part-time employees.

Grade levels currently being utilized by part-timers range from grade 3 (junior clerk and typist) to grade 33 (assistant commissioner of Public Health). Twenty-five percent of the part-time employees are in grades 3-10, 43% in grades 11-18 and 30% in grades 19-33.

CONCLUSIONS

The experiences of the Massachusetts permanent part-time program suggest that meeting arbitrary, across-the-board percentage goals may be a problem, particularly if no incentives or penalties encourage compliance. The program has been laying the ground-

work, first with regulation changes, then with tools to encourage acceptance of the concept. Though a number of agencies show relatively high use of part-timers, others have been slower to comply. The coordinator hopes that the recent change in benefit coverage for 18¾ hour employees in conjunction with the five agency demonstration programs will result in an even more active part-time program in the future.

SANTA CLARA COUNTY

Union and Management Together Develop Wider Options

The fourth largest employer in Santa Clara County, California, is the county government, which employs 12,000 persons. The county has a population of about 1.2 million, of which 14.6% are Chicano, 2.8% Asian and 1.7% Black.

Half-time positions have existed in Santa Clara County for many years, mainly in the hospital and library systems. In the past few years, the county has developed two new permanent part-time employment options, *Split Codes* and *Voluntary Reduced Work Hours.*

A *Split-Code* position—job sharing—is a full-time job that has been split into two half-time ones, usually at the request of the person filling the position in a full-time capacity.

The *Voluntary Reduced Work Hours Program,* largest of Santa Clara's part-time programs, allows a person to reduce work hours by up to 20%.

Unions have been unusually active in initiating reduced-hour options here. The 21 collective bargaining units that represent Santa Clara county workers (only 150 county employees do not belong to a union) emphasized their members' interest in part-time work by negotiating contracts that first included split codes and then the opportunity to reduce work hours by smaller increments.

DESCRIPTION OF PROGRAMS

Half-Time Work

Currently, 73 positions—including two management analysts, 35 clericals, one psychiatrist and a dietician—are permanently half time, and are advertised as such whenever openings are available. Twenty-nine persons work half time in the Valley Medical Center and 23 work

in branches of the county library system. Benefits such as vacations, seniority and retirement are prorated based on hours worked, but half-time employees get full health benefits.

Split Code

Because of employee interest in permanent part-time work in 1975, Locals 715 and 535 of the Service Employees International Union negotiated a contract with the city that called for splitting a minimum of 200 full-time jobs. Under the contract, an employee who wants to work half time requests a split code from the supervisor. The supervisor has the discretion to approve or disapprove the request, but has been instructed to comply with the employee's request whenever possible. Normally, another employee within the department agrees to take the other half of the split code. There are few procedures for recruiting outside the department to fill split code vacancies.

As of January 1979, 523 employees, including professionals, unskilled workers, supervisors and clerks, share jobs, some of which require extensive collaboration and others almost none. Two persons share the title of assistant director of nursing, 18 lab technicians split codes, and radiologists, social and eligibility workers, nurses, librarians, therapists, sheriffs, corrections officers and clerks all share jobs. Of these job categories, 436 are represented by Local 715 and 53 other job categories are represented by Local 535.

Supervisors sometimes have been reluctant to split codes, fearing that if a job is split and the other half is not filled, then the budget for that department would be reduced accordingly. When budget cuts are threatened, however, split codes have been used to retain an experienced employee who might otherwise have to be laid off. On the other hand, in cases where splitting codes cannot stave off lay-offs, part-timers often are laid off before full-timers because the half-time employees accrue seniority only half as fast as full-time employees.

An employee who asks for or accepts a split code has no guarantee of being able to return to full-time work. That depends entirely upon job availability within the department.

Split-code employees accrue benefits in the same fashion as other half-time employees, receiving full health coverage. Benefits, such as vacation and sick leave are prorated. Seniority is reduced by half. Retirement membership in PERS (Public Employees Retirement System) is retained (or permitted in the case of new hires), and payments are computed on the basis of full-time equivalency. Since

a half-timer gets credit for only half a year's service, it takes twice as long to become "vested."

Despite paying full health benefits to half-timers, the county feels it saves money. (These costs range from $346.32 to $594.66 per employee, depending on the type of health coverage selected). A full-time worker hired to fill the vacancy created when an employee vacates a full-time job to share another begins at the low end of the pay scale, which can be several hundred dollars per month less than the salary of an experienced worker. Not all of the split codes are filled either, which saves additional salaries. A survey of public health nurses showed that productivity among part-timers is higher (in terms of case load) than that of full-timers resulting in cost benefits.

Voluntary Reduced Work Hours Program

In 1975, Local 715 attempted unsuccessfully to negotiate a voluntary reduced work hours program with the county. A year later, when the county announced a budget crises that threatened a 6½% reduction in force (primarily in the area of public health) the union again introduced its idea of a voluntary reduced work hours program. This time the Board of Supervisors, which is not normally involved with wage and contract talks, lent its support to the program. It began in December 1976 and proved so successful that it was renegotiated into the union contract the following year.

Since the program was introduced, about 600 persons, scattered throughout the county's 12,000-person work force, have chosen to work reduced hours at any given time. Under the guidelines of this program any employee may request to reduce work hours by 5%, 10%, or 20%, and after the second contract by 2.5%. The hours may be taken daily, i.e. by working a 7½-hour day, or may be accrued so the employee can take off an extra day or an extra week.

Supervisors review requests for reduced hours, and have been advised to accommodate them whenever possible. If the request is honored, the employee must work the same schedule for at least six months. At the end of that time, the employee is guaranteed the right to return to full-time work. This right is required under the terms of the union contract. An employee who wants to may sign up for reduced work hours every six months successively.

By policy, no one is hired to fill the hours left uncovered by reduced-hours employees, so some supervisors have had difficulties with scheduling. The policy of not filling the vacant hours was developed in response to the 1976 budget crisis. Since that time,

California's Proposition 13, which reduced funds for county and city governments, has continued the necessity for cutting back on total hours.

Persons reducing work hours receive full health benefits from the county. Voluntary income protection (insurance that protects one's income in case of disability) is prorated. Both the employee and the county contribute to retirement benefits. Full health, sick leave and vacation benefits are maintained because Voluntary Reduced Work Hours workers are defined as full-time employees who work for less money.

The county has not analyzed the costs of the reduced-hours program. It was initiated during a period of fiscal crisis. Since then the passage of Proposition 13 has resulted in a hiring freeze, which makes it very difficult to separate the costs of the Voluntary Reduced Work Hours Program from costs and shortages of labor throughout the system. When Michael Baratz, executive secretary of Union Local 715, testified at the Senate Select Committee on Investment Priorities and Objectives hearings on Leisure Sharing, he estimated that in its first nine months the reduced-hours program had saved the county $1 million. The savings were so great that the county had no difficulty paying full health benefits or its retirement contributions.

BENEFITS AND CONSIDERATIONS

The Voluntary Reduced Work Hours contract guarantees the reduced-hour employees the job rights and protections to which full-time employees are entitled, and states that no employees working fewer hours should have to work faster or produce proportionately more. These protections are not part of the Split Code contract.

As mentioned earlier, a county study of the productivity of public health nurses indicated that those who worked part time were more productive, handling proportionately more cases than full-time workers. A study done by the union indicated that persons working half time were very satisfied and several now believe they will retire in the system.

Each worker who continues with the county saves it training costs. As 90% of the respondents indicated they would have left the system within six months if half-time work had not been possible, the county estimated it saved $3,600 in training costs in a year.

Several categories of employees have not opted for permanent

part time. Supervisors apparently feel that their jobs require them to be present all the time although other programs have refuted this (see Project JOIN). Also, because the union contract does not allow a person receiving a lower salary to do higher paying work, no one in the department can substitute for the supervisor during the absences. Workers dealing with the public, such as librarians, or with persons in crisis, such as nurses, do not participate in the Voluntary Reduced Hours Program because there is no one to pick up their vacated hours. They may, however, work half time or split a code with another employee.

Employees of the municipal court system, who are paid by the county but are under the jurisdiction of the state legislature, are not permitted to be permanent part time because their courts decided the workload was too heavy to permit reduced hours.

CONCLUSIONS

In summary, Santa Clara County employees have several options if they wish to reduce hours. All of these options provide health benefits. Half-time and split-code workers receive prorated vacations, sick leave, seniority rights and are eligible for retirement benefits, although with some modification in the length of time it takes to become eligible. Voluntary Reduced Work Hours employees have full health benefits, vacation and sick leave time, full seniority and guaranteed rights to return to full-time employment. Supervisors have not yet opted for permanent part time; perhaps alterations in the union contracts would make it possible for them to do so.

The county feels it saves money with these options. How much is not known because the employment figures are obscured by the effects of Proposition 13 with its hiring and salary freezes. Very few cost figures are currently available.

The county feels that these options are good for employee morale. Surveys have shown that the employees like having the options and that productivity has improved or at least not suffered with the advent of the various reduced work-hours options

SANTA CRUZ

Building on the Results of a Feasibility Study

In November 1978, approximately 1,600 permanent employees and 200 CETA employees were working for Santa Cruz County, which has a population of about 160,000. The county is politically isolated

and its people extremely individualistic. It has a relatively large transient population. Much of the employment in the community is seasonal, tied to tourist and agricultural industries. According to a staff study, Santa Cruz County has a large number of "voluntarily unemployed" and relatively high unemployment.

In 1976, an ad hoc coalition of community groups and county employees demanding alternative work schedules and more worker options cited significant social concerns that a job-sharing project might address. In their view it could:

- Change employee attitudes toward work.
- As a result of less time on the job, afford employees more time for other interests and responsibilities.
- Increase the job supply in periods of high unemployment.
- Respond to the continuing increase in the number of two-income families, many of whom do not need or want two full-time jobs.
- Minimize layoffs.
- Increase efficiency, productivity, energy and morale.
- Improve absentee rates, sick leave usage and employee turnover.

In response to these community pressures. the Board of Supervisors approved a job-sharing feasibility study in June 1976. At the time, it was a heated political issue, and strongly opposing viewpoints on the value of job sharing split the board vote 3 to 2.

The Personnel Department, to which the board assigned the study, comprehensively analyzed the job-sharing models of 13 public and private employers who had restructured full-time positions into job sharing or other permanent part-time positions. The models studied included jobs that required extensive collaboration. Clerical workers occupied most of the shared positions, although some agencies used job-sharers in professional, semi-professional, skilled and unskilled positions, as attorneys, staff assistants, engineers and custodians. Few models of supervisor or management positions were available.

In addition, Personnel Department staff surveyed or personally interviewed managers directly involved in job sharing or other part-time employment programs and fiscal officers, payroll personnel, personnel directors, and union representatives who helped implement job sharing.

To determine how job sharing could best be applied, the study focused broadly on organizational efficiency, union attitudes, potential impact on unemployment, and overall advantages and disadvantages for the employer and the employee.

Specifically, the study considered:

- Which departments, and which jobs within those departments, had the most potential for job sharing.
- What salary levels made part-time work economically feasible.
- The extent of collaboration necessary in shared jobs.
- The skills required for the job and the availability of qualified applicants.
- How payroll systems, training and supervision costs, space and equipment requirements, and energy usage would be affected.
- How fringe benefits, worker's compensation and disability insurance would be provided for job sharers.

The study defined the following steps necessary to institute job-sharing programs:

- A survey of employees to identify those most interested in job sharing.
- A survey to identify the departments and jobs best-suited for job sharing.
- Comprehensive analysis of the organizational and financial impact of job sharing.
- Establishing an effective work schedule.
- Limiting the numbers of shared jobs initially and expansion of the program after guidelines are developed.
- Implementation of a job-sharing program only if it does not result in laying off current employees.
- Develop implementation and evaluation methods that serve as useful guidelines for other organizations considering job sharing as an employee work option.

The Program

In June 1977, after reviewing the feasibility study, the Board of Supervisors authorized the job-sharing project, first demanding assurances that "double dipping"—i.e., qualifying for more than one agency's retirement plan—would not occur and that unforeseen factors would not escalate costs.

The project started with 65 job-sharers. By March 1978, there were 85, and in November 1978, 106 people were sharing 53 full-time jobs, an increase of 21 in eight months. The jobs shared were as follows: 3 staff administrators; 31 clerical workers; 3 maintenance workers; 25 counselors; 2 planners; 2 lab technicians; 11 nurses; 5 physicians/psychiatrists; 22 eligibility workers and 2 cultural services workers.

The County Administrative Office approves requests for combining or dividing positions, or reducing the standard work week. Requests are initiated either by current employees who have obtained their supervisor's approval or by management. Departments may employ as many part-timers as they choose, limited only by logistics and the number of people interested in part-time work. Most of the participating departments had never used job sharing before the program was initiated.

Increasing the number of part-time positions within the county did not require many policy changes because part-time work has long existed in the Santa Cruz County government, but it did require a more efficient and effective system equipped to deal with more participants.

BENEFITS AND CONSIDERATIONS

After its first year of operation, the Personnel Administration submitted a list of the advantages and disadvantages of the job-sharing program to the Board of Supervisors. Copies also were given to the participating departments and publicized in employee newsletters. Overall, the county administration cited many advantages of the program that seemed to outweigh the inconveniences:

- Part-time employees are less fatigued and more enthusiastic, and therefore perform better.
- Employees said they have more time for other interests and responsibilities, less fatigue, greater energy and higher morale.
- The county used job sharing and other part-time employment opportunities to promote affirmative action. Frequently, a shared position gave an untrained employee the training and experience to qualify for full-time career positions.
- Job sharing also widened the recruitment pool and gave people unable to work full time—senior citizens, the handicapped, homemakers with young dependents—a chance for meaningful employment.

Financial Impact

Although no formal evaluation of costs and savings have been made regarding the county's job-sharing program, and Proposition 13 cutbacks have made them impossible to determine at this point, several factors that had financial implications were identified.

Fringe Benefits

Santa Cruz County requires that employees be protected by a whole package of insurance programs. For any employee working less than full time, the county pays half the premium and the employee pays the other half, whereas for full-time employees the county pays the full premium. As a result, insurance programs for half-time employees do not cost the county any more; the county actually saves money on employees working more than half time, but less than full time. Insurance carriers have assured the county it can expect no more claims from part-time employees than from full-time ones.

There are extra paperwork costs and some administrative problems involved in calculating fringe benefits.

The additional payroll and personnel records required to accommodate 106 more employees adds paperwork costs. Because the county records system is handled manually, collecting insurance premiums from the employees and depositing those funds in trusts or investments is more time-consuming with more employees.

The county potentially saves on overtime costs for full-timers accommodating peak work loads without premium pay through the use of part-time employees on straight pay.

Reduced sick leave and absenteeism apparently lowered personnel costs, although statistical documentation isn't available. Delayed salary advances—two half-time employees must work a year before advancing a step up the pay scale ladder, whereas full-timers advance after six months—also saved the county money.

The turnover rate tended to be high for low-paying, tedious or entry-level shared jobs, but at the professional level the turnover in these jobs was usually low.

Some full-time county employees first tried the permanent part-time option and eventually decided to quit working altogether, at least temporarily, in order to change careers, return to "domestic life" full time or try to fulfill other aspirations.

County administrators noted the potential cost of additional equipment and space needed when a job-sharing project grows, as

well as transportation and parking problems.

Recruitment

Most job-sharing participants had been working full time for the county before reducing their hours, so additional recruiting costs were minimal.

Job sharing has not significantly affected the unemployment level in the county, but it has helped dispel the shadow that Proposition 13 and the state-imposed salary freeze have cast over the attractiveness of government employment. Judiciously using job sharing makes it possible to attract highly qualified people who are more interested in work-time flexibility than top salaries, and who view the possibility of sharing a job as a form of compensation.

Since passage of Proposition 13, the county anticipates that job sharing may help fill some of the jobs that would otherwise go vacant. When hiring is done from outside the county workforce, conventional recruiting techniques are used.

Job sharing is also used as an alternative to laying off valued employees.

Reversibility

Each department makes its own arrangement with job sharing employees who desire to return to full-time work. In most cases, this has not caused serious problems.

Work Schedules

The restructured work schedules the county considers most efficient for its operations are 4 five-hour days, 5 four-hour days and 2½ eight-hour days a week. Work schedules are tailored to fit the cyclical work loads of each situation and take advantage of each job sharer's peak energy period. Insofar as possible, personal preferences are accommodated as well.

Supervision

During the period of transition and adjustment to job sharing, supervisors found they needed to cope with additional demands on their time.

If the number of workers per supervisor increases, using part-time personnel extensively can multiply supervisory work loads. The supervisors surveyed in Santa Clara County complained about their

increased work load, and indicated that with too many people to supervise it was difficult to accommodate scheduling requests and provide necessary training and backup. They continue, however, to maintain that the overall benefits make the program worthwhile.

Union Reactions

In Santa Cruz, the Service Employees Internation Union (SEIU) initially expressed some concerns about who would have access to the job, and whether part-time employees would be willing to pay union dues but, as experience lessens their apprehensions, the union is slowly becoming more enthusiastic about job sharing.

Other Considerations

Some partners experienced *coordination* and *compatibility* problems, but when they worked out techniques to share their work loads they usually had no difficulty dealing with clients, co-workers or employers. In general, the public became accustomed to conducting ongoing business with two people rather than one.

Because a part-time worker is perceived as less accessible, some departments felt they had communication problems. Some full-time employees complained that they had to finish work part-time employees began but could not complete. Sharers mentioned that it was more difficult to establish rapport with other workers and to participate in the decision-making process.

Employees also were concerned about reduced income, decreased fringe benefits and less frequent salary increases and promotions.

CONCLUSIONS

In Santa Cruz County, as in other California jurisdictions, the effects of Proposition 13 have clouded the issue of whether to continue or expand job-sharing programs. Proponents hope for program expansion as a means to both retain personnel if layoffs become necessary and to attract new applicants if defections from public employment are extensive. Unfortunately, the Phase II report on the project, which might have provided more "hard data" on costs and benefits has been indefinitely postponed because of lack of staff. Until the long-term financial picture for all county programs clarifies, the future direction of the job-sharing project will remain in doubt.

THE DEPARTMENT OF MOTOR VEHICLES
A Pilot Project Approach

Background

A part-time employment pilot project in the State of California Department of Motor Vehicles was authorized by California State Senate Bill 570, which provides, in part:

> "18030. 'Part-time employment' as used in this article means employment in positions which require not more than 32 hours of work per week, and includes arrangements involving job sharing, four-, five-, or six-hour workdays, jobs which provide eight hours of employment or less for one, two, three, four or five days per week, and such other arrangements which the State Personnel Board and the Department of Motor Vehicles find consistent with maximum employment opportunity to persons unable to work a standard work-week.
>
> "18031. It is the policy of the state that a proportion of classes at various salary levels be available on a part-time employment basis to individuals who are unable, or who do not desire, to work standard working hours on a full-time basis. In order to establish the feasibility of such a project, the Department of Motor Vehicles shall conduct a pilot program in the department.....
>
> "18033. (a) No full-time class or position which is occupied by an employee shall be abolished or reduced in hours without the voluntary consent of the employee holding that position.
>
> "(b) Nothing in this article shall impair the employment or employment rights or benefits of any employee.
>
> "18034. In counting the number of employees the Department of Motor Vehicles employs for purposes of any personnel ceiling, an employee employed on a part-time employment basis shall be counted as a fraction which is determined by dividing 40 hours into the average number of hours that employee works each week..."

As a result of the above legislation, the State of California's Department of Motor Vehicles (DMV) initiated a Part-Time Employment Program (PTEP). It went into effect January 1, 1977, and lasted until January 1, 1979. The objectives of the program were to:

- Increase employment opportunities for persons who cannot, or do not want to work full time, such as working parents, handicapped persons, prospective retirees, and students.
- Decrease unemployment in general.
- Further affirmative action objectives.
- Increase job satisfaction for current employees.
- Improve quality of life for employees.
- Increase productivity.
- Lower absenteeism.

Four semi-annual reports covering both the implementation and evaluation of this program are available from the California Department of Motor Vehicles.

When the DMV began its program, 28,000 of the state's 145,000 employees were already working part-time. The positions were predominantly clerical, mainly held by women who either worked a conventional part-time schedule—five days a week, but less than eight hours a day—or had "Permanent Intermittent" status, which meant they were on call, to work as needed. The Permanent Intermittent option provides some flexibility to both the department and its employees, but P.I. workers were not always available when needed. The lack of benefits, an uncertain schedule and a ceiling over the number of hours they were permitted to work did not suit many people.

SB570 specifically encouraged greater flexibility in scheduling and attempted to extend the option for permanent part-time employment to a variety of job classifications.

The Program

The Department of Motor Vehicles did not need to ask the state Personnel Board to alter any existing personnel regulations or practices in order to initiate the pilot program. But it did appoint a director of the pilot project and a secretary to assist him. Outside recruitment procedures remained the same, but the bulk of the persons who participated in the pilot program were existing departmental full-time workers or Permanent Intermittent employees who converted.

To initiate the program, information meetings about it were held, a flyer distributed and a survey of employee interest in part-time work was conducted. By May 1, 1978, 256 of the 8,666 employees in the DMV were enrolled in the program. Of these, 143 were previous full-time workers who wanted to reduce their hours and 109 were previous Permanent Intermittent employees. (Permanent Intermittent employees changed their status but not necessarily the number of hours worked. They did, however, gain employee benefits.) Eighteen persons were recruited from the state Personnel Board eligibility lists, seven transferred from other state agencies and nine were reinstated to state service. These last were former employees who returned to state service to take advantage of the flexible work option.

As of March 1978, the 207 people enrolled in the program included: 145 clerical, 27 administrative staff, 17 supervising clericals,

8 field representives, 5 professionals, 3 supervising field representatives, 1 sub-professional technician and 1 laborer. Of the 286 persons who took part in the Permanent Part Time Employment Project, 90 dropped out during its course.

The low rate of participation among supervisors, professionals and administrative staff reflects several things: (1) These categories tend to be under-represented in the DMV as a whole compared with other state agencies; (2) As a rule, men predominate in these under-represented categories and it is still women who are most likely to apply for part-time work; and (3) Supervisors tend to feel that their jobs are not appropriate for part-time or shared work (although 30% of the supervisors surveyed in this project thought such an arrangement *might* be possible and 35% thought it *would* be possible to share their jobs).

Part-timers were allowed to work a variety of time bases. Only 5% chose to work less than half time, perhaps because they would then not be eligible for health and retirement benefits. Forty percent chose to work half time, in some cases scheduling every other day or every other week off. Ten percent chose 3/5 time, 10% 5/8 time and 19% opted for 3/4 time.

When an employee was granted permanent part-time status, a supervisor had several choices to fill the balance of the job: Convert the employee to part time immediately and recruit another permanent part-time employee to fill the remaining hours; advertise the vacancy and when a candidate is chosen have the job sharing partners begin work at the same time; convert the employee immediately and fill the remaining hours with temporary help, such as Permanent Intermittent workers (which saves benefit costs); convert the employee immediately, and transfer the remaining salary to a savings fund until enough hours are accumulated from other reduced-hours employees to establish another permanent part-time position (this is useful when an employee requests a 4/5-time base because it is difficult to recruit a person to work only eight hours a week); convert the employee to the base work period desired without filling the remaining hours (when budget reductions are necessary, this saves money while permitting the retention of a trained employee).

The DMV had trouble filling the less-than-half-time vacancies. Recruiting in job classifications where part-time work has not historically been widely available also was difficult because prospective employees did not know about the option.

The department found it difficult to screen applicants to determine whether they really were interested in part-time work, or if they intended to use it only to get a foot in the door to full-time employment with the state. Applicants are hired only after they have been tested and put on eligibility lists, but many persons put their names on both full-time and part-time lists without indicating a preference.

SUPERVISORS' ROLE AND ATTITUDES

Employees wishing to reduce hours filled out a questionnaire and returned it to their supervisor who then determined whether a job could be restructured. The questionnaires were designed to determine who wished to reduce hours, their length of employment with the state, their reason for wishing to reduce hours and the type of job they held. The pilot program was designed to accommodate as many requests as possible, so any supervisor who rejected two or more requests was interviewed by the project director to determine whether the denials were justified. The DMV report noted that when supervisors or managers understand the aims of the permanent part-time work program, they can be pivotal to its success. Two surveys of all the supervisors in the program indicated that when they are enthusiastic about part-time work options they are able to schedule work smoothly.

Most supervisors (more than 75%) felt two part-timers do not require much more supervision than one full-time worker. They indicated they would like to see permanent part-time employment continued at the DMV, noting that, as supervisors, they benefit from improved morale, increased scheduling flexibility, the ability to keep trained personnel who might otherwise leave, the same or higher productivity level and decreased absenteeism. The supervisors felt that they can supervise and maintain work standards if no more than 10% of their work force is permanent part time.

As in Santa Clara County, some supervisors were initially apprehensive about the program because they feared it would reduce the number of person hours available to them; this would be true if persons were not recruited to fill the vacated hours. They felt the program would make them appear to have been overstaffed.

A survey of all non supervisor participants in the pilot program indicated that supervisors opposed to permanent part-time work could create difficulties for part-timers. By changing their schedules

regularly and giving employees no long-range idea of when they had time off, some supervisors made it impossible for employees to attend classes or arrange steady child care. Two affected workers dropped out of the program.

EMPLOYER BENEFITS AND CONSIDERATIONS

Because the Department of Motor Vehicles project was a pilot for the rest of the state's agencies, the DMV analyzed the benefits, savings and costs in detail. It took into account not only actual costs and benefits but projected ones, both quantifiable and non-quantifiable.

A number of the original objectives of the program included projected social benefits, including a positive impact on social welfare spending. It was hoped that expanded opportunities for permanent part-time employment would increase employment opportunities for handicapped persons, prospective retirees, and working parents; decrease unemployment in general; increase family stability; and generally improve quality of work life for all employees. Early discussion even touched on a possible eventual reduction in student loans, the cost of Aid to Families with Dependent Children, Medi-Cal, MediCare, etc.

The program didn't last long enough to prove or disprove most of these hypotheses, only the immediate effect on the *quality of life of the participants.* According to the Final Report: "The most readily apparent benefits that participants received from part-time work schedules are related to quality of life." This was particularly true of the four major target groups named in the legislation: working parents, students, handicapped and prospective retirees.

In followup interviews, 98% of these participants indicated that the extra time away from the job had improved their lives in the way that they had expected. (See section on Advantages to Workers.) Employer benefits that resulted from this improvement in quality of work life were: *improved and increased productivity;* the *retention of experienced employees* who might otherwise have left; and *decreased absenteeism* (a savings of $3,400 for the first 18-month period—a decrease of approximately 7%).

Decreased sick leave also was noted as a benefit. It saved the DMV $3,364 over 18 months. *Premium overtime costs* also were reduced, though it was unclear whether this resulted from *improved scheduling,* which eliminated the need for overtime, or whether

supervisors were scheduling overtime for part-timers because premium pay was not required until they worked 40 hours in a given week.

Probable training, recruitment and processing savings were identified as a result of the ability to retain experienced employees who might otherwise leave. (No data was developed on how many of the employees would have left their positions if they had not been offered permanent part-time options; however, 143 of the 286 participants were previous full-time employees of the department.)

Pilot project costs included $36,000 for *project administration* the first year and $12,000 the second. (Set up costs for the program accounted for the difference.)

The other major cost was for full *health benefits* for employees working 20 hours a week or more. This cost was estimated at $550 a year for each employee plus $14 a year for life insurance. For Permanent Intermittent employees who switched to permanent part-time employment and for new hires, this was an additional cost to the department. (Those full-time employees who reduced hours were already receiving benefits.) Presumably, if this program is expanded to other agencies and if the "final report" recommendations are followed, changes in legislation will allow fringe benefits to be prorated and new hire costs will be somewhat offset by full-time employees' reductions.

Projected costs that can be expected if the program greatly expands were noted, but without indicated the point where these expenses would become necessary. They included: Training for new employees was estimated at $429 a year. Increased space and equipment costs for each additional employee unable to share current equipment: A one-time cost of $350 for equipment and an ongoing annual cost of $78 for space. Increased personnel section costs equivalent to $120 a year for each additional employee hired.

EMPLOYEE BENEFITS AND CONSIDERATIONS

In the final survey of participants in the Part-Time Employment Pilot Program, 98% of the respondents indicated they felt better about their jobs since they began to work fewer hours, citing many reasons why they liked their status. Quality of life was improved because they had more time for families, school, preparing for retirement, personal or health obligations, leisure, community activities and outside business interests. Tax advantages from reduced incomes,

reduced strain from demanding jobs and the ability to commute during "off hours" also were cited. The work situation was improved because employees achieved a more satisfactory balance between their jobs and the rest of their lives. They reported less fatigue, increased work satisfaction, enjoying the job more and needing to use less sick leave or vacation time for personal reasons. Participants who had been Permanent Intermittent workers also profited from being eligible for health and retirement benefits.

Participants cited disadvantages to their new status too, but the majority said they wished to continue working part-time, so these apparently were not overwhelming. Disadvantages mentioned were: Reduced income (14% said it limited the extras they could afford); increased risk of layoff because state agencies can lay off part-timers before full-time staff; possible reduction in retirement benefits; delayed vacation time; slower promotions and more limited transfer opportunities; possible loss of status within the work group as part-timers are not always considered to be serious about their jobs; and loss of health and disability insurance for those working less than half-time.

Fifty persons of the 286 who experimented with part time returned to a full-time schedule. The majority reverted to earn full-time pay; others said their circumstances had changed - i.e., children had returned to school or they had completed an academic course—and they no longer wished to work part time.

RECOMMENDATIONS

The purpose of the Department of Motor Vehicles pilot program was to provide the California Legislature with enough information to decide the direction of permanent part-time employment within the state government. The DMV made no recommendations about continuing or expanding the program within the department or to other state agencies because it felt the legislature should make that decision.

The DMV did recommend to the State Personnel Board and to the legislature the following changes that were expected to reduce costs and make the program more equitable if it were expanded to other agencies:

- A personnel policy that supports employees who request part-

- Allow supervisors and managers to determine whether the work load and work flow in each department makes part-time positions appropriate for them.
- Avoid a shared-position-only approach to part-time employment. A policy that allows employees to convert to part time only when a partner has been found ensures that there is no interruption in the completion of work, but it delays or ruins an employee's opportunity to reduce work hours.
- Ask the state Board of Personnel to design recruitment strategies to identify persons specifically interested in part-time employment.
- Encourage the Public Employees Retirement System to prorate retirement benefits.
- Prorate health plan contributions by the state based on the number of hours worked and offer the health plan to those employees currently working less than half-time.
- Pay premium overtime to those part-time employees working in excess of their agreed-upon schedule.
- Revise the state Personnel Board rules so that part-time employees have the same layoff protection rights as those of full-time employees.
- Recommend that the state Personnel Board consider part-time employees in its affirmative action objectives and statistics.
- Selectively revise state Personnel Board time-in-grade requirements for promotional examinations.

CONCLUSIONS

The Department of Motor Vehicles learned from the pilot program that many of its employees wanted to work part time. It discovered that, at least for a pilot program, a system to employ part-timers could be developed without altering existing rules or practices. Surveys established that both persons who converted to part-time and their supervisors were satisfied with the new work arrangements. Although there were sometimes scheduling and recruitment difficulties and some added costs in bringing in employees from outside the system, productivity remained the same or better in departments using permanent part-time help and numerous other advantages were identified, including that of expanding the ability to reduce state budgets and minimizing or preventing layoffs. Although this was not an initial goal of the PTEP, it was identified as an important

benefit in the DMV's final report.

The program's main weakness appeared to be the difficulty it had in developing part-time employment in a wider range of job classifications. This was due, in part, to the breakdown of classifications that were available within the department (61% of DMV's full-time workforce is clerical as compared to 19% statewide). Another factor was the hiring freeze instituted in June 1978 after Proposition 13 passed.

With this one exception, all of the program's initial objectives were more than satisfied.

CITY OF PALO ALTO

An Administrative Option

Background

Palo Alto, California, is a community of slightly more than 56,000 people, many of whom are unusually open to new ideas that improve the quality of life. In general, Palo Altans are highly educated, affluent and liberal. Typically, they are involved in community affairs, exceptionally interested in what happens in their city government and eager to be heard and to express their opinions.

In 1974, several interrelated factors convinced officials to think seriously about instituting job sharing as a work option for city employees. The national unemployment rate had risen to 9.2%. Full-time workers were showing interest in work-time alternatives such as flextime and permanent part-time. Handicapped people were becoming increasingly visible and demanding a place in the labor force. Married women with family responsibilities were participating in the work world. Members of these population groups joined with several community-based organizations to develop more opportunities for affirmative action hiring and more non-traditional jobs for women.

In response, the city manager and the personnel director began to look at ways to improve the lives of current employees and expand employment opportunities for others in the community. Job sharing advocates touted the new work arrangement as a way to increase productivity, ensure better peak period coverage and expand affirmative action hiring.

The city already had one employee sharing a job, a naturalist in

the Nature and Science Department who took a maternity leave and then convinced her supervisor that she could return to work half time. The supervisor agreed to the arrangement and filled the other half position with a minority student from a nearby university. As a result of this extremely successful experience and with the active encouragement of New Ways to Work, whose home office is in Palo Alto, the city manager initiated a job sharing pilot project in the fall of 1975. Palo Alto used several terms to describe different types of permanent part-time work:

Job splitting—two individuals divide one job to provide for full-time coverage. Each sharer is responsible for one-half of the total job workload.

Job pairing—two people divide one job and have equal responsibility for the total job. Each sharer works half time, providing for complete coverage. In job pairing, the sharers assume ownership for collaboration, coordination and implementation of their respective job functions.

Job differentiation—two individuals work in a job that has been dichotomized so that each sharer works in an area that is really exclusive of that of his/her job-mate.

Split-level—a position divided into two levels of training or ability.

All of these were authorized under the new program. All have in common the goal of restructuring full-time positions to allow employees more flexible work hours.

The city manager and the personnel director decided to limit the job-sharing program to seven positions, or 1% of the city's work force, to identify costs and benefits to both city and sharers and to identify the characteristics that made jobs amenable to sharing, with an eye to expanding the option in the future.

Department heads and some supervisors attended an information meeting to acquaint them with job sharing, to encourage them to offer their employees this option, and to explain how it can be used as one means to implement their affirmative action goals.

Each department head determined whether job sharing was appropriate for that department. Participants were recruited both "in-house" and outside the program. The seven positions restructured were ones in which supervisors believed job sharing could increase productivity or enrich a program, or ones in which current full-time employees expressed interest in job sharing.

Several employee-interest surveys identified many city workers

apply in pairs; the city administrators preferred to do the pairing themselves. In several cases, a job opening was advertised as appropriate "for one full-time applicant or two part-time ones." No one considered the organizational developer a shared position, for example, but, as the field of candidates narrowed, it began to be discussed as a viable alternative. The two top contenders for the job liked the idea, and the organizational developer became a shared job.

By 1976, shared jobs in the library, police, social services, and personnel departments and in the city manager's office ranged from animal control officer to organization development consultant. As of March 1978, seven positions had been filled.

Shared Jobs With the City

The *naturalist* (split level) in the Department of Nature and Science indicated that she had more energy on the job, more time for her baby and relief from the sometimes frustating responsibilities of parenthood. Her student partner was better able to cope with her financial responsibilities and to obtain job experience before she had her degree. The city was able to schedule the sharers so that they both worked during peak periods of activity. Nature-science programs were conducted at two major sites and, previously, one full-time naturalist had alternated between them. The department benefitted because two people could plan and develop popular programs.

The *animal control officer* (split job) patrols city streets picking up stray, sick, or dead animals, investigates complaints from residents and places animals in quarantine. The work is self-contained; not much interaction is necessary between the sharers or between them and the other animal control officers. Two sharers were scheduled to work at different times of the day, during peak periods, and each was responsible for a certain amount of work.

The *librarian* is responsible for selecting and maintaining library materials and assisting the public to use the city's many branch libraries. This shared position required more interaction between the partners, and between the sharers and other employees than the naturalist or the animal control officer. In this job, the sharers' schedules varied from week to week and were generally structured to provide some coverage during peak hours.

In the Children's Theater, the *producer of arts program* position was divided into a program assistant and costume supervisor (job

differentiated). The program assistant worked primarily in public relations; the costume supervisor specialized in costume set and design. Before a performance, the two briefed each other so that the production ran smoothly, but they both felt minimal coordination was necessary in their jobs.

Two full-time *cashiers* suggested they split one job when the work load decreased in their department and one full-time position was terminated. The two women saw job sharing as a way to avoid a touchy layoff decision, and to give them both time to pursue outisde interests.

A *personnel administrator's* job was restructured to include a woman who served as the affirmative action officer and a man who handled employee development. The affirmative action part of the job was eventually eliminated from the budget. The employee development half of the job remained a half-time position separate and apart from a new personnel director who assumed the administrative job on a full-time basis.

The position of *organizational developer,* one of the most responsible to be restructured, was created as a split job and provides a good example of the flexibility that job sharing allows. The employees in this position were responsible for maintaining liaison between the city manager and city department heads. The first team, a man and a woman with different skills and backgrounds, split the job for more than two years, functioning separately and communicating regularly but briefly. When the man left the position, the remaining partner had some say in hiring a replacement. This second partnership has been much more compatible than the first and has evolved into a real shared job with the sharers brainstorming and planning together.

BENEFITS AND CONSIDERATIONS

As an early job-sharing experiment, Palo Alto could have provided an excellent model for other municipalities, if a fiscal analysis of the program had been undertaken.

By replacing one worker with two, job sharing increased the size of the work force, which would have required additional administrative and supervisory support had the program been expanded much. Because job-sharers were introduced into various departments gradually, these costs were virtually undetectable. Apparently, because the program was so small and because they were satisfied with

the overall results, the city did not investigate the marginal financial costs.

Employment Opportunities

Job sharing brought new jobs and a more diverse labor force to the city of Palo Alto. Qualified people who were unable to maintain a full-time work schedule had opportunities for responsible permanent part-time employment, and the city benefited from the new ideas, talents, skills and creativity that new employees brought to the job. One employee noted, "It is better to have two heads in a position than one."

In another department, the supervisor reported that increased overall department productivity was directly attributable to the job-sharing program, in part due to more diverse employee talents and backgrounds.

Productivity

Both job sharers and supervisors agreed that because job sharing reduces fatigue and increases energy, the city enjoys greater productivity. One sharer said that she really works her scheduled four hours because "less time is wasted on the job; and she doesn't have 'dead hours' in which to watch the clock." She noted that she thinks more about her job while at home and "comes in ready to work." The city expected to get "more bounce for the buck" from the higher energy levels.

Scheduling sharers during peak hours also increases productivity. Some jobs, especially those dealing with the public, have several busy periods throughout the day. Employees working only during those hours generally are more productive than those working during both busy and slack periods.

In several cases, Palo Alto received more than 40 hours of time from employees for 40 hours pay. Three sharers said they averaged 23-28 hours of work per week over a year's time.

Palo Alto also receives benefits from outside activities of half-timers. Both organizational developers, for example, served as outside consultants, and the knowledge and experience gained through these commitments added to their expertise in the field.

Fringe Benefits

Palo Alto provides the same benefits for job sharers as for full-timers. Costs for medical, dental and life insurance are estimated at

an additional $5,000 a year. Less affluent cities might well prorate these benefits, but the city felt its program was limited enough and that the compensations of the program were significant enough to make the extra benefits possible.

The city's retirement plan, Public Employees Retirement Service, or PERS, has a straight forward formula, based entirely on salary, years of service and age. It takes five years of city service to become vested in PERS. Recently, a new interpretation by the retirement funds' attorney has allowed the use of full-time equivalency in establishing salary levels but part-timers are credited with only a portion of a year's credit towards vesting.

Reducing Turnover

One of the city's objectives for its job-sharing program was to retain valued employees and permanent part-time options apparently convinced several employees to restructure their jobs rather than leave them. The most stable jobs tended to be in the less routine, more creative and better paying professional jobs.

The librarian and the animal control officer positions suffered from high turnover while one-half of the librarian's position was held by four people in two years apparently because the applicants were not adequately screened. In one case the person's skills did not satisfy the job requirement, and in another instance the person had intended to use part-time work as a stepping stone to a full-time job.

Affirmative Action

The 2% attrition rate in Palo Alto has made it difficult for the city to implement an affirmative action plan, and one goal of the job-sharing program was to create new jobs that allowed the city to do some affirmative action hiring. In some cases, minorities and women without requisite skills have been paired with more experienced employees who preferred to work part time, in order give more opportunity for on-the-job training.

Training, Break-in Periods

Training job-sharers can be time-consuming, especially when the turnover rate is high. Various phases of the librarian's job, for example, required from one month to one year to learn properly, so a great deal of the supervisor's time was occupied in training.

No training time is involved, however, when full-time employees decide to become job sharers, or when they come to the city with a

wealth of experience as the did the organizational developer and the affirmative action officer.

In jobs divided into two distinct functions or split into morning and afternoon shifts, some supervisors estimated it took them one and-a-half to two times as long to train a job-sharing pair, as to train one full-time employee.

Start-up and breakdown time costs sometimes add to the costs of a job-sharing program. Supervisors have indicated that jobs that require extensive start-up are hard to share on a half-day-on, half-day-off schedule. Every other day or every other week schedules are more efficient.

Coordination and Communication

The amount of coordination and communication required by each shared position depends on the skills of the individuals, the responsibilities of the job and the compatibility of the individual sharers. In some of the shared positions, the members of the pair worked on separate tasks, consulting with each other about their projects as necessary. Scheduling time and "touching base" was described by most of the sharers as taking no more time than was spent catching up on different issues with other co-workers.

When department procedures change, announcements are made, problems arise, or specific tasks are shared, then more time must be spent on written communication. Sharers say they have to be particularly careful to write notes to each other and to keep others posted on their projects.

Supervisors surveyed were concerned about restructuring jobs that were not clearly divided by tasks, or jobs that required written reports, because they felt it would be difficult for the sharers to coordinate the writing. They also indicated that job-sharers must be compatible, communicate well and coordinate carefully.

Flexible Scheduling

Job sharing has lent flexibility to the city's work schedule. When job-sharers were interviewed for their positions, the city made it clear that they were expected to cover periods of peak demand, but beyond that, flexible scheduling was encouraged and employee requests for schedule changes were allowed as often as possible.

The library, which is usually open from 9 a.m. to 9 p.m. had difficulty finding a full-time person willing to divide a work day to suit the needs of the public. Two job-sharers worked out a schedule that

one person was unable to provide. In the Animal Control Department, one sharer worked in the early morning and the other in the early evening. No one had to be scheduled for the afternoon slow period. Job-sharers also have overlapped their schedules to provide maximum coverage during peak periods. In the library, the supervising librarian said, "Sharing permitted two people to be there during peak times, which reduced the tensions of the employees."

In some cases, a sharer may serve on committees that require attendance at various meetings. For a sharer to attend the meetings during working hours, some peak hours coverage might be sacrificed. However, at least one partner is usually available to attend meetings and can pass on important information to the other job sharer. Most department supervisors expect that in the beginning there has to be some time spent experimenting with schedules.

Morale

The sharers were overwhelmingly positive about the effects of job sharing on both their home and their work life. Five of six sharers reported higher morale because job sharing allowed them more time to pursue personal interests, go to school or use their talents at work *and* raise a family.

Several sharers appreciate the city's interest in responding to their personal needs. Full-time employees who wanted to cut back their hours previously had only two choices: Work full time or drop out of their field completely. For them, job sharing was a good alternative.

Women who preferred not to work during their child-rearing years rather than take the usual low-paying, dead-end part-time jobs, were attracted to the city's job-sharing program.

Sharers maintained that because of their short shifts they were less fatigued at the end of their work day and at the end of the week than their full-time co-workers. One sharer noted that she no longer felt tense and tired as she did working a 40-hour week. Another reported being more enthusiastic than her co-workers because, as she states, "I don't burn myself out like the 40-hour-a-week people do." Also, because of her peak hour schedule, she is "not bored during dead hours."

Job Satisfaction

Eleven of 12 sharers interviewed in June 1977 considered themselves as part-timers with the benefits of a full-time job. Ten, or 90% of the people in shared jobs, said they were very well-satisfied

and happy in their jobs. Out of the total only four wanted full-time work, and it is unclear whether they really wanted part-time work in the first place, or accepted it in lieu of full-time work as a way of getting a foot in the door.

Public Contact

One job-sharer pointed out that sharing jobs that required dealing with a hostile public, handling complaints or enforcing regulations made it easier to handle the physical and emotional tensions that made these jobs wearing.

Easing Transitions

Job sharing has been useful when one employee is preparing to retire, or knows of an impending departure well in advance. A new employee has a chance to get used to the job before beginning full-time work; a departing worker eases into retirement; a pregnant employee has a lightened workload.

Reversibility

Reversibility—the right of workers who have reduced hours to return to full-time work—is not guaranteed. However, if a vacancy occurs in a full-time position in the same classification, the part-time employee can request transfer into that slot. If one partner leaves a shared job, the remaining partner could request the position full time.

Proposition 13 has hampered this flexibility, however. When one sharer leaves a job, that person is no longer replaced; instead, the remaining half of the position is converted permanently to half time.

Upward Mobility

A slowdown of career advancement may be a potential setback to sharers. Many employees said that their opportunity to advance is equal to that of full-timers, but because there are so few job-sharing positions available, advancing usually means working full-time. Some employees indicated there is no room for advancement in their own departments.

Two factors determine when an employee is promoted: Work performance and tenure on the job. While it is in the interest of sharers to emphasize work performance, unions and full-time employees resist having seniority minimized.

It seems possible that if a sharer is qualified for advancement but

is not willing to work full time, job sharing might unintentionally dead-end good prople. The city insists, however, that no doors have been shut to job-sharers.

Loss of Income

Many sharers cited loss of income as the single biggest disadvantage to permanent part-time work. Yet, as one commented, "The money doesn't do you any good if you're killing yourself by working too much."

Unfortunately, the flexibility job sharing offered was less accessible to lower-level employees than to professionals because it is easier to live on a professional salary at a half-time rate.

Work Overload

Some sharers expressed frustration about having much more work to do than was possible in 20 hours. Supervisors seemed to have unrealistic expectations of their part-time employees, in part because they brought so much energy to the job. City officials felt that, with some education on this issue, the problem could be alleviated.

Loss of Influence

Both supervisors and sharers expressed concern that sharers might have less influence than full-time employees in department decision-making. Some full-time employees felt they should have more input because they were more familiar with the day-to-day operation of the department. Correct or not, this attitude is communicated to sharers, who in some cases, readjust their behavior and actually reduce their input. Another problem is one of logistics—staff meetings, where department activities and ideas are shared and discussed, may be held during hours when the sharer cannot attend.

Co-Workers

In general, full-time employees have supported their job sharing co-workers, and cooperated with them fully. There has been little interpersonal friction. In two different surveys evaluating the ways in which they were affected by job sharing, most co-workers mentioned increased morale because greater scheduling flexibility became available to all department employees. In one survey, full-time employees commented, "We are now able to schedule the hours we want," and "It is easier to get the time off we want."

There have been minor frustrations when a full-time employee needed to interact with a job-sharing partner who wasn't available, but this has not become a major problem.

Former Sharers

In all surveys and interviews, present and former job-sharers expressed the same satisfactions and concerns. Two former sharers had left their shared positions to spend more time with their new babies and indicated that, eventually, they would be eager to return to a shared position. One former sharer wanted a different job that required more creativity; she was dissatisfied with the nature of the job itself—and not with job sharing.

Supervisors

Some supervisors viewed the jobs in which the workers operate "individually" or "pretty much on their own" as easiest to share but, in general, managers and supervisors have supported any job-sharing pairs who perform their job well.

Restructuring the naturalist's position yielded excellent results, both for the department and for the employees. The director of the Department of Nature and Science is extremely satisfied with the arrangement. At first, he said, the positions required a lot of supervision, but as employees in the department became accustomed to it, the job grew easier.

The supervising librarian felt that much of her time was spent coordinating work activities.

An animal control officers' supervisor also reported increased work, but commented: "The fact that I spent more time on paper work is directly attributable to the increase in job-sharer's productivity, and that's the kind of work I like."

Unions

Because job sharing creates jobs, brings in more union members, and can be an alternative to layoffs, union leadership has supported job sharing in Santa Clara County where Palo Alto is located. The jobs shared so far have been in "classified" positions, which are represented by the Service Employees International Union (SEIU), Local 715.

Recently, SEIU conducted its own surveys in departments threatened with layoffs, to determine whether employees would be interested in permanent part-time work options. So far, there has

been a favorable response from departments with employees who are SEIU members.

The International Association of Fire Fighters (IAFF) and the Palo Alto Police Officers Association (PAPOA) also represent city employees, but at the moment there are no job-sharers in those unions, although there is one shared clerical position in the police department, represented by the SEIU.

CONCLUSIONS

From 1975 to 1978, employees of the City of Palo Alto were encouraged to consider job sharing. It became so accepted that in some instances supervisors requested that specific positions be split or shared. As recently as March 1978, approximately 1% of the city's work force was sharing a job. Palo Alto officials felt that both the city and its employees profited and they still enthusiastically believe the program improves the quality of work and increases employee satisfaction; accommodates workers with household or other responsibilities, the handicapped, those ready to retire and others who only want part-time work; and reduces layoffs and unemployment.

In June 1978, Proposition 13 passed in California and the program began to erode. By January 1979, there were only two shared jobs in Palo Alto: the organizational developer and the producer of arts program director. Job sharing has become a victim of the city's growing financial crisis because when one partner leaves a shared job the scheduled hours are not filled; if the remaining partner also leaves, the position remains vacant.

Although both the city manager and the personnel director are concerned about the fate of the job-sharing program, it is only one of many critical problems that the city faces at this time. City administrators hope that after a post-Proposition 13 adjustment period, the job-sharing program will be revived and possibly expanded with other alternative work-time options.

APPENDICES

APPENDIX A

GLOSSARY

Alternative work schedules: Work days of other than the standard work week of eight hours a day, five days a week, worked within specific starting times and ending times. Includes Flex-time, Compressed Work Week, Job Sharing and Permanent Part-time Employment.

Full-time employment: Employment which conforms to the existing norm in terms of hours an individual employee works per week. At the present time in the United States, this is generally agreed to be eight hours a day, five days a week for a total of forty hours.

Full-time equivalency: Equivalent to the normal individual full-time work week unit of forty hours.

Flexible work hours: A work schedule in which employees may vary their starting and stopping time within limits but work the contracted number of hours in a specified time period.

Job pairing: Originally, "two people sharing one full-time job with equal responsibility for the total job, each working only half time but together providing full-time coverage." The term is being overshadowed by "job sharing" which has come to be defined the same way. *(see below)*

Job sharing: The process by which two people share the responsibilities of one full-time position, with salary and fringe benefits prorated. A degree of collaboration which is determined by the requirements of the position and the experience of the sharers is implied.

Job splitting: The process by which a full-time job is divided between two people. The result is two permanent part-time positions that require no interaction between the two employees.

Part-time work: Regular work time that is appreciably less than full time. Traditionally, it tends to be low-paying, with little status or opportunity for advancement. Fringe benefits and job protections are often minimal or non-existent.

Permanent part-time employment: Work time which is appreciably less than the prevailing standard work time but which has a career orientation, a labor force attachment and a potential for upward mobility that historically has only been associated with full-time work. Fringe benefits are offered, often on a prorated basis.

Permanent Intermittent Employee: An *on-call* part-time employee, with no fringe benefits or job protections.

Split-level job: A split job in which two people working half time at different skill and pay levels, provide full-time coverage for the position.

Work sharing: Temporary percentage reductions in the work time of full-time workers. Instituted as a means of retaining employees, it is a method of spreading less work among an existing workforce.

APPENDIX B

SUMMARY OF CASE HISTORIES

PROJECT	SUPPLEMENTARY BENEFITS	UNION INVOLVEMENT	#Employees Involved	#of Work Force	HOW INITIATED
Wisconsin					
Project JOIN	Full	Support	115	.4 %	DOL Research & Demonstration project.
Massachusetts	Full for employees working 20 hoursor more (legislation introduced to provide for 18¾ employees.	Support	1,931	3.37%	Legislation
Santa Clara					
Voluntary reduced hours	Full	Strong support	600	5.0 %	Bd. of Supv action & union negotiation
Split Code	Full	Initiated action	523	4.3 %	Contract negotiation
PPTE	Full	Support	73	.06%	Personnel Dept.
Santa Cruz	Prorated	Moderate support	106	6.6 %	Bd of Supv action
Department of Motor Vehicles	Full during pilot project. (Final Report recommends prorating if program continues.)	Moderate support	286	3.3 %	Legislation
Palo Alto	Full	Strong support	12	1.0 %	Administrative action

APPENDIX C

AVAILABLE PROJECT STUDIES AND REPORTS

An Introduction to Alternative Work Schedules and Their Application in the State of New York. Prepared by the Temporary State Commission on Management and Productivity in the Public Sector *(February 1977).*

Chapter 500: History and Accomplishments. Implementation of the Massachusetts Part-Time and Flextime Employment Law. Boston: Bureau of Employee Development *(1977).*

New Ways to Work. Job Sharing Project Final Report: A report of the 1975-76 CETA-funded Pilot Project on Job Sharing. Palo Alto, CA: New Ways to Work *(January 1977). c/o Susie Ruggels, 149 Ninth Street, San Francisco, CA 94103.*

Project JOIN Final Report. Madison, WI: Department of Administration, State of Wisconsin, State Bureau of Human Resource Services, Federal Manpower Programs. *c/o Diane Jones or Mary Cirilli.*

Report to the General Assembly on Part-time Positions. Maryland Department of Personnel *(January 1977).*

Report to the Governor and the Legislature of the State of California: Final Report of the Part-Time Employment Pilot Program. Sacramento, CA: Department of Motor Vehicles *(January 1979). c/o Alayne Au, 2570 24th St., Sacramento, CA.*

State of Oregon 1977-79 Job Share Experience. Salem, OR: Budget and Management Division, Executive Dept. *(January 1979). 100 Public Service Bldg., Salem, Oregon 97310.*

The Feasibility of Job Sharing by Public Employees in Hawaii. Oahu, Hawaii: Legislative Reference Bureau *(July 1977).*

Part-Time Careers in Public Service: Feasibility and Implications. Final Report on Demonstration Project. Institute of Governmental Research, University of Washington, Seattle, WA *(1978) c/o Susie Anschell, 3935 University Way N.E., 98105.*

APPENDIX D

SAMPLE FLYER

"A FULL-TIME JOB ISN'T FOR YOU?"

TRY

JOB SHARING

What is it?

You and one or more other persons sharing one job
Same or different hours and/or days
Same or different tasks best suited to your skills

How to apply

Look for announcements best suited to your skills
Complete a State of Oregon Employment Application (PD100)
Check "part-time" on your application
After you receive your grade notice, your name will be referred in order by score for vacancies as they occur

Job sharing offers opportunities for you and helps improve the effectiveness of state government

SEND APPLICATIONS TO: Executive Department, Personnel Division
100 Public Service Building
Salem, Oregon 97310
OR
136 State Office Building
Portland, Oregon 97201

APPENDIX E

MODEL SURVEY DESIGNED TO ASSESS CURRENT EMPLOYEE INTEREST IN A PERMANENT PART-TIME OR JOB-SHARING PROGRAM

The following questions are designed to not only assess employee interest in permanent part-time employment, but the answers may also point to areas of employee concern. These answers may be of help designing a successful program. There may be questions omitted from the sample that some organizations would find useful to ask. Other questions in the sample may not be judged pertinent. These questions have been used by several organizations with successful job-sharing and permanent part-time programs.

A short statement describing the reasons for the survey should accompany it. It could read as follows: "This company (department division, agency, etc.) is considering initiating a program that would allow employees to voluntarily reduce work hours and split or share their positions during times in their work life when they need more work-time flexibility. A split position is one in which the employee is totally responsible for all the tasks in his/her job description. A shared position is one in which two employees share the responsibility for performing the duries and responsibilities of one full-time position. We are attempting to assess current employee interest in this type of work option. By completing this questionnaire you will help us to determine the degree of interest that exists among current full-time employees. *Be assured that each questionnaire is entirely confidential.*"

Background

1. Sex_____

2. Age_____

3. Ethnic background:
   - Asian_____
   - Black_____
   - Chicano_____
   - Native American_____
   - White_____
   - Other_____ Specify_____

4. What is your highest level of formal education? (check one)
   - Elementary school_____
   - Some high school_____
   - Completed high school or G.E.D._____
   - Some college or technical after high school_____
   - Graduated from college_____
   - Graduate study or degree_____

5. How long have you worked for this organization? _____

6. How long have you held your present position? _____

7. What is your job title? _____

8. What is your current salary range? (check one)

Under $10,000 _____	$20,001 - $25,000 _____
$10,000 - $12,500 _____	$25,001 - $30,000 _____
$12,501 - $15,000 _____	$30,001 - $35,000 _____
$15,001 - $17,500 _____	Over $35,000 _____
$17,501 - $20,000 _____	

9. Is your present salary: Your sole source of support?_____,
Necessary for the support of yourself and your family?_____,
Helpful in the support of yourself and your family?_____
(check one)

10. Are you a union member?_____ Which?_____

(The purpose of the following is to ascertain the employee's attitude about his or her current position.)

11. My present position fully utilizes my energy and abilities.
(Circle one number)

5	4	3	2	1
All the time		Most of the time		Never

12. My job is fairly self-contained with little need for checking or meeting with others. (Circle one number)

5	4	3	2	1
All the time		Most of the time		Never

13. I have little work and feel I could do more. (Circle one number)

5	4	3	2	1
All the time		Most of the time		Never

14. I have too much work to do everything well. (Circle one number)

5	4	3	2	1
All the time		Most of the time		Never

15. The amount of stress I feel in my job is (check one)

Very great_____	Very little_____
Considerable_____	None_____
Moderate_____	

16. The amount of boredom I experience is: (check one)

Very great_____	Very little_____
Considerable_____	None_____
Moderate_____	

17. In general, my present position is: (check one)

Very satisfying_____	Satisfactory_____
Moderately satisfying_____	Unsatisfactory_____

18. In the future I expect: (check one)
To move up to a much more responsible position_____
To more up to a slightly higher job_____
Would like to stay at my present level_____
Feel very frustrated and at a dead end_____

19. In thinking of your work as it relates to other aspects of your life, how involved do you feel in your job? (check one)
Very strongly; it is the most absorbing interest in my life_____
Strongly involved_____
Moderately involved; my job and other interests equally absorbing_____
Slightly involved_____
It pays the rent; my other interests are more absorbing_____

(The following section explores the employee's attitudes about part-time employment in general and their personal interest in wanting or not wanting it.)

20. Have you ever worked part time?_____ If the answer is yes, how would you describe your feeling about the experience: (check one)
Very satisfied_____ Very dissatisfied_____
Satisfied_____ Neutral_____
Dissatisfied_____

21. On the average, how do you think part-timers perform compared to full timers?
Much better_____ Worse_____
Better_____ Much worse_____
As well_____

22. If you had the opportunity to work part-time at your present job, would you choose to do so at the present time?_____

23. If you answered "yes" to the last question, how many hours per week (on an average) would you want to work?_____

24. If you would not want to work part-time now, might you want to in the future?
Yes, definitely_____ No, never_____
Don't know but would like
Yes, probably_____ the option_____

25. Why do you or might you wish to work part time?
Family commitments_____ Health_____
Leisure_____ To phase into retirement_____
Student/Educational Other_____
improvement_____

26. How long might you want to work part time?
Less than 6 mos._____ 1 yr. - 2 yrs._____
6 mos. - 1 yr._____ Over 2 yrs._____

27. If you feel you never want to work part time, what are your reasons?
Financial restrictions_____ Position not suitable for
Career aspirations_____ part time_____
I enjoy working full time_____ Other_____

28. Do you think your present position would lend itself to: (Check *all* answers)
Permanent part time_____ Job splitting_____
Job sharing_____

29. Do you presently receive fringe benefits? _____ If yes, do they include (check each one that is appropriate)
Health_____ Retirement_____
Dental_____ Life insurance_____

30. Which benefits are necessary for you to have, even if working part time? _____

31. Would prorating of the cost of benefits be acceptable? _____

32. What kind of advantages would there be in working part time in your present position?
    A. To you:

    B. To the organization:

33. What kind of disadvantages:
    A. To you:

    B. To the organization:

34. Would you like to see the opportunity to work part time at all levels incorporated into regular personnel policy?_____

35. Please feel free to make any additional comments.

Please turn in your anonymous questionnaire as instructed. Thank you very much for thought and cooperation.

APPENDIX F

ALTERNATIVE RECRUITMENT SOURCES

NEW WAYS TO WORK
149 Ninth Street
San Francisco, CA 94103

Alternative Employment Opportunities Study
Lansing Women's Bureau
303 W. Kalamazoo Ste. 204
Lansing, MI 48933

Alternative Working Arrangements: R & D
College for Continuing Education/Women's Program
Drake University
Des Moines, Iowa 50311
Attn. Marie Wilson

Association of Part-Time Professionals
P.O. Box 3632
Alexandria, VA 22302

Catalyst
6 East 82nd Street
New York, N.Y. 10028

CHART
Donna DeWitt McGarry
123 East Grant Street
Ste. 1210
Minneapolis, Minn. 55403

Flexible Careers
37 South Wabash
Chicago, IL 60603

Flexible Ways to Work
c/o YWCA
1111 S.W. Tenth
Portland, OR 97205

FOCUS
509 Tenth Ave. East
Seattle, WA 98102

Innovative Career Options
c/o Gloria Golbert
165 Forest Street
Denver, CO 80401

Job Sharers, Inc.
P.O. Box 1542
Arlington, VA 22210

Phoenix Institute
383 South 600 East
Salt Lake City, UT 84102

Women's Center of Dallas
2800 Routh Street Ste. 197
Dallas, TX 75201

Work Options for Women
321 N. Market
Wichita, KS 67202

Work Options Unlimited
645 Boylston Street
Boston, MA 02116

Work Time Alternatives
P.O. Box 7514
Albuquerque, N.M. 87194

This is a partial list of organizations offering services as of October 1980.

APPENDIX G

RECOMMENDED SUPPLEMENTARY READING

Anschell, Susie. *A Place for Part-Timers in Your Organization*, Seattle, WA: University of Washington, Institute of Government Research, (January 1978).

Catalyst, Inc. *Employee ("Fringe") Benefits and Permanent Part-Time Personnel*, New York City: Catalyst, (1973).

Catalyst. *Part-Time Social Workers in Public Welfare*, New York City: Catalyst, (1973).

Clark, Robert. *Adjusting Hours to Increase Jobs*, Washington D.C.: National Commission for Manpower Policy, Special Report #15, (September 1977).

Cohen, Allan R. and Herman Gadon. *Alternative Work Schedules: Integrating Individual and Organizational Needs*, Reading, MA: Addison-Wesley, (1978).

Eyde, Lorraine. "Flexibility Through Part-Time Employment of Career Women in the Public Service", U.S. Civil Service Commission Professional Series 75-3, (June 1975).

Federal Employees Part-Time Career Employment Act of 1978, Washington D.C.: Government Printing Office, (1978).

Greenwald, Carol. "Part-Time Work: When Less is More", *Ms.* (May 1976).

"Innovations in Working Patterns: Report of the U.S. Trade Union Seminar on Alternative Work Patterns in Europe", prepared by Jeffrey M. Miller, Washington D.C.: The Communication Workers of America and the German Marshall Fund of the United States, (May 1978).

Leed, Jean B. et al. *Pat-Time Careers in Seattle*, Seattle WA: Focus on Part-Time Careers, Inc., (1976).

Meier, Gretl. "Shared Job Project in California Stimulates Labor and Management Interest", *World of Work Report,* New York: Work in America Institute, (September 1976), P. 7.

Meier, Gretl. *Job Sharing in the Schools: A Study of Nine Bay Area School Districts,* Palo Alto, CA: New Ways to Work, (1976).

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"Job Sharing in the Schools", *Public Personnel Administration: Policies and Practices for Personnel,* Englewood Cliffs, NJ: Prentice-Hall, Inc. (November 3, 1976).

National Council on Alternative Work Patterns. *National Conference on Alternative Work Schedules Resource Packet,* Washington, D.C.: National Council for Alternative Work Patterns, (1977).

National Council on Alternative Work Patterns. *Alternative Work Schedule Directory,* Washington D.C.: National Council on Alternative Work Patterns, (1978).

New Ways to Work. *A Booklet of General Information About Job Sharing,* Palo Alto, CA: New Ways to Work, (June 1977).

New Ways to Work, ed. *Articles and Reports on Job Sharing, (April 1979).*

Olmsted, Barney. *Adjusting Work Time: Three New Models,* San Francisco, CA: New Ways to Work, (September 1978).

Olmsted, Barney and Marcia Markels. *Working Less But Enjoying It More,* San Francisco, CA: New Ways to Work, (1978).

"Permanent Part-Time Employment: A Staffing Option for State Government", *Innovations,* Lexington, KY: Council of State Governments, (1978).

Pickar, Ann et al. *Part-Time Careers in Portland,* Portland, OR: American Association of University Women, (1978).

Rich, Les. "Job Sharing—Another Way to Work", *Worklife,* Washington D.C.: U.S. Dept. of Labor, (May 1978), p.2.

"Three-Fourths of Job Sharers are Women". *Education and Work*, Vol. 5, No. 2, Washington D.C: Capitol Publications, (January 22, 1979), pp. 6,7.

U.S. Civil Service Commission. "Part-Time Workers: Five Success Stories", *Women in Action*, Federal Women's Program, Washington D.C. (Spring 1974).

U.S. Congress, Senate Subcommittee on Employment, Poverty and Migratory Labor. Hearings on *Changing Patterns of Work in America*, 94th Congress, 2nd Session, (April 1976).

U.S. Congress, Senate Committee on Governmental Affairs. Hearings on proposed legislation on Flextime and Part-time Employment, 95th Congress, 2nd Session, (June 1978).

"Worktime: The Traditional Workweek and its Alternatives", Employment and Training Report of the President, (1978).

APPENDIX H

PUBLICATIONS LIST, October 1980

	Mail Order	Direct
1. **Job Sharing: General Information.** This handbook defines job sharing and provides a brief overview of the pros and cons of this new work arrangement. 1980. 11 pp.	$1.50	($1.25)
2. **Job Sharing in the Schools.** A practical handbook for teachers and administrators on the implementation and use of job sharing in school districts. 1980. 86 pp.	$5.00	($4.00)
3. **A Guide to Policies and Contracts on Job Sharing in the Schools.** A survey of policy and contract language covering such issues as application procedures, health benefits, return to full time. Contains model contract. 1980. 38 pp.	$4.00	($3.00)

Job Sharing

4. **Job Sharing in the Public Sector.** An overview of current job sharing and permanent part-time employment practices in city, county, state and federal agencies. October 1979. 79 pp.	$4.50	($3.50)
5. **Job Sharing: A New Pattern for Quality of Work and Life.** By Gretl Meier. Published by the W.E. Upjohn Institute for Employment Research. Kalamazoo, MI. Reviews development of and current usage of job sharing, analyzes data of a nationwide survey of 238 job sharers. 1979. 187 pp.	$5.50	($4.50)
6. **Articles and Reports on Job Sharing.** Reprints for Personnel Journal, Personal Report to the Executive, Wall Street Journal, Kiplinger Magazine, Work Life, Stanford University Manager and others.	$3.75	($3.00)

7. **A Selected Bibliography on Job Sharing and Permanent Part-Time Employment.** March 1979. 14 pp.	$2.50	($1.75)
8. **Working Less But Enjoying It More: A Guide to Splitting or Sharing Your Job.** A description of the process involved in negotiating a shared job. Includes sample proposal and suggestions for finding partners. 1978. 44 pp.	$4.25	($3.50)
9. **Job Sharing Project Final Report.** Report of the New Ways to Work 1975-76 CETA-funded project. 1977. 44 pp.	$4.25	($3.50)
10. **New Ways to Work Newsletter.** One year subscription. Issued quarterly.	$5.00	

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